

76 03715

ch. 4-6

CONFIDENTIAL

THE POLICE

THE PROBATION DEPARTMENT

THE JUVENILE HALL

County 500.

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

OCT 4 1976

UNIVERSITY OF CALIFORNIA





INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY  
MAR 1 1968  
UNIVERSITY OF CALIFORNIA

THE POLICE

THE PROBATION DEPARTMENT

THE JUVENILE HALL

Courts Div. S.F.  
Police & Juv. Juvs  
Prob. & Penit. "  
Corrs. Instit. Data Base "

Chapters IV, V, and VI  
of the Background Information  
on the San Francisco Juvenile Court

For Use of the Study Committee

76 03715  
v.3

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

MAR 14 2025

UNIVERSITY OF CALIFORNIA



#### IV. THE POLICE

Entry into the Juvenile Court system may be effected through a variety of individuals and agencies, including other courts, schools, parents and relatives, social agencies and private citizens. In some instances, the minor himself may seek consideration from the Court. However, of the 9,708 cases received by the Court during 1967, 7,686 or 79 percent, were referred by law enforcement agencies, as shown in Column 2 of Table 3.

Thus, a police contact may be, and often is, the minor's first experience with the system of juvenile justice. The police officer may simply reprimand and release the juvenile; he may administer a "notice to appear," which directs the minor and his parents to appear before the probation officer at a later date; or he may take the youngster into physical custody and deliver him to the Juvenile Hall.

Just as there has been an effort to provide specialized court services for juvenile offenders, so has there been a corresponding effort to provide specialized police services for juveniles. In explaining the difficulties encountered in trying to insure specialized police handling of juveniles, Edward Eldefonso says: "The diversity of action, however, occurs only after the identity of the suspect has been determined. Once the age of the suspect is known, the application of different techniques is appropriate. The changes in procedures are dictated primarily by statute and the local juvenile court."<sup>1/</sup>

---

<sup>1/</sup> Edward Eldefonso, Law Enforcement and the Juvenile Offender, John Wiley & Sons, New York, 1967, p. 117

TABLE 3

INTAKE REFERRALS TO THE JUVENILE COURT/PROBATION DEPARTMENT OF SAN FRANCISCO BY TYPE OF CASE, BY SEX AND BY SOURCE OF REFERRAL, 1967

Sex and Type of Case	Total (1)	Source of Referral /a					
		Police (2)	Other Courts (3)	Schools (4)	Parents- Relatives (5)	Social Agencies (6)	All Other/b (7)
GRAND TOTAL	<u>9,708</u>	<u>7,686</u>	<u>385</u>	<u>427</u>	<u>635</u>	<u>431</u>	<u>144</u>
<u>Delinquents - Subtotal</u>	<u>7,983</u>	<u>6,983</u>	<u>192</u>	<u>322</u>	<u>392</u>	<u>54</u>	<u>40</u>
Boys	5,519	5,110	61	182	138	16	12
Girls	2,464	1,873	131	140	254	38	28
<u>Dependents - Subtotal</u>	<u>1,725</u>	<u>703</u>	<u>193</u>	<u>105</u>	<u>243</u>	<u>377</u>	<u>104</u>
Boys	935	381	105	57	132	204	56
Girls	790	322	88	48	111	173	48

Source: Statistical Unit, San Francisco Juvenile Court/Probation Department.

a/ Source of Referrals is an estimate for Closed-at-Intake Cases.

b/ All Other - includes staff probation officers, citizens and self-referred minors.



In effect, Eldefonso points out that police techniques are uniform for both adults and juveniles until such time as the age of the offender is determined, after which special services are in order for the juvenile offender.

The United States Children's Bureau suggests in its publication, Police Work With Children,<sup>1/</sup> that special juvenile units are appropriate within police agencies. More specifically, the Children's Bureau publication reports, "Some police cases involving young persons can be handled in the best interests of the community by officers with special aptitudes, training and experience. Reevaluation of police operations with juveniles is making it clear, however, that problems with children and youth must be met with the entire force of a department, ably assisted and supported by an effective juvenile specialist unit."

Perhaps the most comprehensive observations regarding the police handling of juveniles are found in the President's Crime Commission Report of 1966. The Report<sup>2/</sup> notes that, while statistics reveal the numbers of juvenile offenders coming into official contact with the police, they do not reveal the numbers of unofficial contacts on the street or in a district station. It is further noted that in those cases which consist of more than a brief or casual contact, a trip to a district station for questioning by an arresting officer or a juvenile specialist is usually required.

---

<sup>1/</sup> Richard A. Myren and Lynn D. Swanson, Police Work With Children, U. S. Department of Health, Education and Welfare, Washington, D.C., 1962

<sup>2/</sup> The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime, pp. 13-14

The Report points out that the dispositions available to the police range from outright release of a minor, normally to his parents, to referral to the Juvenile Court. Alternatives include referrals to community resources or an effort by the police to control and change the juvenile's behavior. Data developed both nationally and in specific localities indicate great variations with respect to these alternatives. But, nationally, it is clear that discretionary action by the police in screening juvenile offenders accounts for the removal of significant numbers of minors from the formal juvenile justice system.

The President's Crime Commission Report further notes that the reliance on police discretion is especially marked in some of the major urban centers of the United States. For example, reference is made to one mid-western city which, in 1965, handled 66.1 percent of all official police contacts without referral to a probation department or juvenile court. In contrast, in one small eastern city, the proportion of juvenile offenders referred to the court by police rose between 1963 and 1965 from 56 to 70 percent. According to the Commission's Report, in the five years prior to 1966, intra-departmental handling and disposition by police was reported to occur nationally in between 45 and 50 percent of all juvenile contacts.

A particularly significant paragraph from the Commission's Report contains the following observations:<sup>1/</sup> "In sum, the range of police dispositions is considerable, and the criteria for selection of disposition are

---

<sup>1/</sup> Ibid



seldom set forth explicitly, ordered in priority, or regularly reviewed for administrative purposes. In-service training designed to assist police in exercising their discretionary functions is unusual; the few examples deserve further investigation, for improvement of the police discretionary process holds promise of more discriminating judgments between offenders who should be retained in the system and those who need, if anything, service rather than adjudication."

In terms of recommendations regarding the police handling of juveniles, the President's Crime Commission Report suggests the following:<sup>1/</sup> "The police should promptly determine which cases are suitable for pre-judicial disposition. Where there are juvenile specialists, they should be present at the station house for as many hours of the day as possible and available on call when absent, to facilitate speedy pre-judicial decisions. The police should have written standards for release, for referral to non-judicial sources, and for referral to the juvenile court. They should not be precluded from making non-judicial referrals in juvenile cases involving minor criminal acts, non-criminal delinquent behavior, and violations of probation and parole. . . .

"The standards for release and adjustment should be sent to all agencies of delinquency control and should be reviewed and appraised jointly at periodic intervals. They should be made the basis for in-service training that would consider, besides the decision-making duties of the police, materials

---

<sup>1/</sup> Ibid, p. 19

pertinent to increasing understanding of juvenile behavior and making more effective use of non-judicial community resources."

The San Francisco Police Department has written procedures for the handling of juveniles. These rules have been developed in different ways. Some are promulgated by the City Police Commission. Others are procedures emanating from the Chief of Police. Still others may be directives formulated by the Commanding Officer of the Juvenile Bureau. They contain both definitions and instructions. A key section of the written juvenile procedures states as follows: <sup>1/</sup>

"In all cases where a juvenile is stopped and questioned regarding a possible violation of the curfew law or any other offense, and a violation has in fact taken place, three (3) types of disposition of the juvenile are available to the officer:

".1 If the circumstances do not warrant citing or booking, the officer shall admonish the juvenile concerning the violation at the scene of the questioning or in the presence of the parent or guardian, and shall fill out a Field Interrogation Form.

".2 If the circumstances of the violation are such that it should be brought to the attention of the Juvenile Court, but a booking is not deemed necessary, the juvenile shall be cited and a Notice to Appear Form shall be served on the juvenile and signed by the parent or guardian.

".3 If the circumstances as such are that neither of the first two are applicable, the Juvenile shall be booked. A booking shall always be made where one of the following conditions exist:

"A. The juvenile is in need of medical care and is not receiving such care.

"B. The juvenile is destitute, without supervision, and is in need of protective custody.

---

1/ San Francisco Police Department Procedural Manual, pp. 88-89



- "C. Release of juvenile would endanger his person or morals.
- "D. When detention is a matter of immediate and urgent necessity for the protection of the juvenile or the person or property of another.
- "E. The juvenile has a record of runaway and it appears that such juvenile is likely to flee the jurisdiction of the court.
- "F. The gravity of the offense is such that his release would prove dangerous to public welfare.
- "G. A warrant of arrest is served.

"FIELD INTERROGATION FORM

"In all cases wherein the juvenile is not cited or booked, this form shall be properly completed by the investigating officer and forwarded through channels to the Juvenile Bureau.

"JUVENILE CITATION FORM  
(Notice to Appear PR 2.4.3.)

"Whenever possible, a juvenile should be released to his parent or legal guardian and cited to appear at the Juvenile Court. This form is to be properly filled out by the citing officer; copy No. 3 to the person cited. . . .

"Juvenile citation forms shall not be used in lieu of traffic citations for traffic violations."

The written police procedures for the handling of juveniles in San Francisco are not, as suggested by the President's Crime Commission Report, sent to other agencies of delinquency control, unless the other agency specifically requests a copy. One such agency, the San Francisco Unified School District, has requested copies of the document, and has received them.

The written juvenile procedures are not "reviewed and appraised jointly at periodic intervals," as urged by the Crime Commission Report. They are,

however, reviewed and revised when new State legislation or Court decisions make changes necessary. Generally, such revisions occur annually.

The Commission Report also recommends:<sup>1/</sup> "In cases where information on the child is needed, it should be sought through home visits as well as from official records, and the police should be aided or replaced, by paid, case aides drawn from the neighborhood within the police district and selected for their knowledge of the community and their ability to communicate easily with juveniles and their families.

"In addition to outright release and referral to non-judicial agencies with or without a warning, the police should have the option to refer directly to the juvenile court specified classes, including those of more serious offenders, repeated offenders for whom other and persistent redirecting efforts have failed, and certain parole and probation violators.

"The police should not undertake to redirect juveniles by such means as conducting quasi-judicial hearings or imposing special duties or personal obligations."

With respect to police practices following custody, the President's Crime Commission Report suggests two significant changes in present practices as follows:

1. Cases deemed suitable for adjustment should be referred to an intake youth-serving agency within a neighborhood service

---

<sup>1/</sup> The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime, p. 19



center (i.e., a youth service bureau). It would be mandatory for the police to make such referrals.

2. The categories of cases referred by the police directly to juvenile court should be restricted.

The Commission further recommends that communities should establish neighborhood youth service bureaus, offering a comprehensive range of social services. These bureaus would receive both delinquent and non-delinquent youth, and would accept referrals by the police, the juvenile courts, parents, schools, and other sources. The work of the youth service bureau would include group and individual counseling, placement in foster homes, work and recreation programs, employment counseling, and special education, including vocational and remedial education.

Under the plan advanced by the Commission, police would be encouraged to make full use of a youth service bureau, thus reducing the number of minors who would otherwise continue in the system because of referral to the probation department or delivery to the juvenile hall.

An article in the April 1968 issue of the Journal of California Law Enforcement, the official publication of the California Peace Officers' Association, reinforces the recommendation for establishment of youth service bureaus.<sup>1/</sup> The article also notes that numerous models for the youth serv-

---

<sup>1/</sup> Michael N. Canlis, President, California Peace Officers' Association, "Now is the Time to Establish Youth Service Agencies," Journal of California Law Enforcement, Sacramento, April 1968, Vol. 2, No. 4, pp. 203-207

ice bureau already exist in California and elsewhere. Specific reference is made to Oakland's Associated Agencies program, the Rodeo Project of Contra Costa County, the Joint Youth Development Committee of Chicago, and other similar endeavors. The article urges California law enforcement "to establish pilot programs to demonstrate the concept of the youth service bureau . . . to take the first step and commit staff and resources to the program." The above-named models are not necessarily neighborhood service centers, but all are based on a joint approach to delinquency by the community's social agencies.

Insofar as can be determined, San Francisco has not yet established any youth service bureaus, and, according to the Police Department's Juvenile Bureau, the officers presently have no method whereby they can refer a case to a private or non-judicial resource, other than releasing a minor to his parents or to a relative.

The only known center in California which would approximate a youth service bureau is a facility located in the Watts District of Los Angeles. This facility, located near a district police station is operated by a United Way agency known as "Special Services for Groups." It has been in existence since the early 1960s.

In those instances in which a California police agency effects the minor's entrance into the juvenile court system by delivering the child to a juvenile hall or any other place of confinement, the law enforcement agency is obliged,



by Section 627 of the California Welfare and Institutions Code,<sup>1/</sup> to notify the minor's parent, guardian or a responsible relative that the minor is in custody, and to state the location of such custody.

As indicated in Table 4, of 132 cases actually observed by BASPC staff at Intake in April 1968, 76, or 57 percent, revealed an attempt on the part of the police officer to notify the minor's parent or guardian that the child had been taken into custody at Juvenile Hall. In only 16 cases, or 12 percent, did there appear to be no such effort.

Three cases which suggested that little or no effort was made on the part of police to notify parents were either observed by BASPC staff or were reported to BASPC staff by parties at interest. Briefly, the cases were as follows:

Case #1 - The minor was delivered to Juvenile Hall at 10:50 a.m., April 19, 1968. The admission slip noted that the parent was to be notified by the police. At 9:45 a.m. on April 21, almost 48 hours later, the youth's mother telephoned the Youth Guidance Center, asking if he were there. The mother claimed that she had not been notified by the police of her son's whereabouts, that she had heard from the school principal that he was delivered to the Hall of Justice, that she had checked with the Hall of Justice and had, by the process of elimination, been directed to communicate with the Juvenile Hall.

---

<sup>1/</sup> Section 627, California Welfare and Institutions Code states: "When an officer takes a minor before a probation officer at a juvenile hall or to any other place of confinement pursuant to this article, he shall take immediate steps to notify the minor's parent, guardian, or a responsible relative that such minor is in custody and the place where he is being held."

TABLE 4

JUVENILE CASES APPEARING AT COURT INTAKE IN APRIL 1968, DISTRIBUTED TO SHOW WHETHER POLICE OFFICERS ATTEMPTED TO NOTIFY PARENTS OR GUARDIANS

Notification of Parent or Guardian	Number (1)	Percent (2)
TOTAL	<u>132</u>	<u>100</u>
Notification attempted	76	57
Notification not attempted	16	12
Not applicable	30	23
No answer	10	8



Case #2 - During the morning of April 21, a father appeared at the Juvenile Hall to inquire about his son. When specifically asked by a BASPC observer whether he had been notified by police, he replied negatively, stating that he had learned of the incident from a witness.

Case #3 - At about 8:45 p.m. on June 27, a minor was arrested and delivered to Juvenile Hall. The parent did not learn of the child's whereabouts until about 10:15 a.m., July 1, or about 82 hours after the arrest. When the parent did receive notification, it was from the Probation Department, not from the police, although the family resides in San Francisco, has a telephone and was, for the most part, at home during the period in question. Reportedly, the police made one attempt to phone the home, but found the telephone line busy.

The San Francisco Police Department Procedural Manual provides the following directions regarding the notification of parents when a child is taken into custody: 1/

"NOTIFICATION OF PARENT OR GUARDIAN WHEN JUVENILE HELD IN CUSTODY

"When a juvenile is taken into custody, and held in custody, whether it be at the Youth Guidance Center, City Prison, County Jail, San Francisco General Hospital or any other approved place of confinement, the officer taking the juvenile into custody shall be responsible for the immediate notification of the juvenile's parent, guardian, or a responsible relative that such juvenile is in custody and the place where he is being held. Such notification shall be made as follows: . . .

"A. Notification may be made in person, by telephone or by leaving a note at the place of residence of the parent

---

1/ San Francisco Police Department Procedural Manual, pp. 91-92

or guardian when verbal communication cannot be accomplished.

"B. When a juvenile is taken into custody in an area of the city, distant from the parent's or guardian's place of residence and verbal notification of the custodial hold cannot be made by the officer, he shall contact the district station within which the residence is located and request notification be made. An entry shall be made in the Log Book of the officer's unit, concerning the request.

"C. The district station receiving the request to make notification shall dispatch an officer to the place of residence of parent or guardian. If verbal notification cannot be made, a note shall be left containing the fact of the custodial hold and the place of confinement. An entry shall be made in the Log Book concerning the request and action taken. The dispatch officer shall notify the requesting officer or the unit to which he is attached of the action taken. . . .

". . . The officer who took the juvenile into custody shall include in his incident report whether or not the parent, guardian or a responsible relative was verbally notified, and if not, what action was taken to effect the notification."

Just as, under law, the police have a responsibility to notify parents of a minor's arrest, they have also, not legally, but in the interests of good juvenile practices, an obligation to deliver promptly to the probation officer an adequate incident report. If possible, this report should accompany the minor. As shown in Table 5, of 132 cases observed by BASPC personnel, the probation officer was in possession of the police report in only 27 cases, representing 20 percent of the total group. This explains the complaint on the part of many probation officers and on the part of some defense attorneys regarding failure to receive the police report promptly. The Boy Intake Unit in the San Francisco Probation Department reports an 8 to 24 hour delay in receiving police reports.



TABLE 5

JUVENILE CASES APPEARING AT INTAKE IN APRIL, 1968 DISTRIBUTED TO SHOW WHETHER POLICE REPORTS WERE AVAILABLE TO THE PROBATION OFFICER, SAN FRANCISCO JUVENILE COURT

Availability of Police Report	Number (1)	Percent (2)
Total cases observed	<u>132</u>	<u>100</u>
Report available	27	20
Report not available	90	68
Not applicable	13	10
No answer	2	2

While BASPC investigators observed 132 cases at Intake, it will be noted that of these 132 cases, 88 were admitted to Juvenile Hall upon police initiative. BASPC staff observed that in 90 percent of the cases admitted to the Juvenile Hall at police initiative, the Intake probation officer did not have a police report with which to evaluate the rationale for disposition of the case.

Although the San Francisco Juvenile Court is reported to be the only such court in California to have a police liaison officer, the Court, the Probation Department, and the police have not yet worked out an arrangement for the expeditious delivery of police reports. This problem is not peculiar to the City and County of San Francisco. Historically, it has been a persistent problem in other counties as well. The difference is that other counties have developed a procedure for the prompt delivery either of police reports or a reasonable summary thereof.

In contrast to the existing situation in San Francisco County, the counties of Alameda and San Mateo have, in cooperation with local law enforcement authorities, developed a mutually acceptable report form which accompanies any minor delivered to the juvenile hall, unless, of course, the minor is accompanied by the police report itself. The Contra Costa County Probation Department reports that it, too, has developed a delivery system for police reports. The Los Angeles County Probation Department has followed a similar course of action. The counties of Alameda, Contra Costa, Los Angeles and San Mateo will not, except in extreme cases, accept a minor at



the juvenile hall unless the minor is accompanied either by the police report itself or by the agreed-upon substitute form.

The information on police report forms examined by BASPC staff (such as those used in Alameda and San Mateo Counties) enables the intake probation officer to make important decisions, based upon the essential facts, such as: the offense; the location of the offense; the amount of property damage or loss; the identity of witnesses and victims; the age of the minor; the minor's history of previous misconduct; the reasons why, in the opinion of investigating police officers, the minor should be detained; and, a brief narrative report by the police regarding the alleged offense.

Since, in San Francisco, the police report is generally not available to the probation officer at the time when he must, according to law, make the decision as to whether or not a minor should be detained, he must either make a decision without the benefit of police data or, when possible to do so, he must try to locate the arresting officer and determine from him the specific details of the incident. The intake probation officers report that the latter alternative does not work well because of the difficulties often encountered in trying to locate the specific arresting officer, especially if he has gone off duty.

The San Francisco Police Department has three units which deal predominantly with juveniles. These units are the Juvenile Bureau, the Community Relations Unit and the Police Athletic League. The latter two engage primarily in delinquency prevention activities.

## Juvenile Bureau

The Department's Juvenile Bureau consists of 42 sworn officers, although only 27 such officers (23 male officers and 4 female officers) are consistently available for general juvenile problems. The remaining 15 members of the unit have been detailed to other police units, such as the Fraud Division, and there is great concern within the Juvenile Bureau regarding the lack of adequate manpower for the assigned task.

Table 6 shows that the Police Department handled a total of 17,587 juvenile cases during 1967. This workload consisted of 12,811 delinquency or pre-delinquency matters, 720 dependency matters and 4,056 traffic matters.

The increase in the Juvenile Bureau workload between 1962 and 1967 is indicated in Table 7. The total number of cases assigned to the Juvenile Bureau for investigation increased from 1,580 in 1962 to 2,409 in 1967, an increase of 52.5 percent. This Table reveals that the largest percentage increases occurred in the offenses against property. No corresponding increase in manpower has occurred.

A comparison of juvenile officer manpower in San Francisco with that of selected California jurisdictions,<sup>1/</sup> provides information regarding the relative strength of the counties' juvenile officer force. An examination of the size of the combined juvenile officer staff in county sheriff's departments, and the police departments of the largest municipality in

---

<sup>1/</sup> California Youth Authority, Directory of Juvenile Officers, 1967, Sacramento



TABLE 6

JUVENILE CONTACTS OF THE SAN FRANCISCO POLICE DEPARTMENT  
BY SEX AND BY TYPE OF POLICE ACTION TAKEN, 1967

Type of Offense	Total Juvenile Contacts (1)	ACTION TAKEN					
		Warned Not Detained		Arrested		Cited	
		<u>M</u> (2)	<u>F</u> (3)	<u>M</u> (4)	<u>F</u> (5)	<u>M</u> (6)	<u>F</u> (7)
TOTAL	<u>17,587</u>	<u>2,820</u>	<u>323</u>	<u>5,222</u>	<u>2,132</u>	<u>6,078</u>	<u>1,012</u>
Homicide	12	-	-	12	-	-	-
Robbery	354	25	-	239	12	75	3
Assault aggravated	246	22	-	161	15	33	15
Burglary	853	64	4	534	12	223	16
Grand theft (except auto)	165	23	1	80	8	44	9
Theft (auto)	940	35	6	717	32	143	7
Rape	23	1	-	22	-	-	-
Narcotics laws <u>/a</u>	446	-	-	-	-	-	-
Assault (all other)	589	94	34	114	31	223	93
Petty Theft	1,660	93	27	327	195	651	367
Sex (all other)	24	1	-	18	1	4	-
Weapons laws	95	7	-	54	8	25	1
Drunk driving	0	-	-	-	-	-	-
Hit and run (auto)	1	1	-	-	-	-	-
Arson	15	-	-	7	-	4	4
Malicious mischief	902	321	33	110	8	415	15
Disturbing the peace	581	244	44	129	21	117	26
Liquor laws	67	13	3	12	1	34	4
Truancy	230	41	15	87	34	38	15
Runaway	1,740	23	10	799	895	8	5
Incorrigible	744	6	-	378	286	44	30
Loitering (inc. curfew)	1,565	945	75	288	108	109	40
Transients (out of State)	74	-	-	41	6	27	-
All other offenses	1,485	644	54	420	98	225	24
Protect. custody (dependent)	720	134	15	303	266	1	1
Traffic (except parking)	4,056	63	2	19	-	3,635	337

Source: Statistical Unit, San Francisco Police Department.

a/ Although unable to provide specific data regarding the disposition of narcotics cases, the Commanding Officer of the San Francisco Police Department Juvenile Bureau estimates that 95 percent of such cases are arrested and delivered to Juvenile Hall; the remaining 5 percent of such cases are cited to appear before the Probation Officer.

TABLE 7

CASES ASSIGNED TO THE JUVENILE BUREAU FOR INVESTIGATION BY TYPE OF OFFENSE, SAN FRANCISCO CITY AND COUNTY, FOR 1962 AND 1967, WITH PERCENT CHANGE

Type of Offense	YEAR		Percent Change 1962 to 1967 (3)
	1962 (1)	1967 (2)	
TOTAL	<u>1,580</u>	<u>2,409</u>	<u>52.5</u>
Aggravated assault	179	237	32.4
Arson	35	47	34.3
Burglary	355	471	32.7
Child molesting	545	436	- 20.0
Child stealing	6	16	166.7
Kidnapping	12	25	108.3
Grand theft (including purse snatching)	166	582	250.6
Rape	123	162	31.7
Robbery	159	433	172.3

Source: Statistical Unit, San Francisco Police Department.

selected counties, reveals the following:

1. Alameda County, with a youth population of 149,300, has eight juvenile officers in its sheriff's department, while its largest municipality, Oakland, has 38 juvenile officers, for a total of 46 such officers, plus the possibility of juvenile officers in 13 other police departments within the County. This is a rate of one officer per 3,200 youths.
2. Sacramento County, with a youth population of 106,400, has 20 officers in its sheriff's juvenile bureau, while its largest municipality, the City of Sacramento, has 18 such officers, for a total of 38 officers, plus the possibility of juvenile officers in three other police departments within the County. This is a rate of one officer per 2,800 youths.
3. San Bernardino County, with a youth population of 104,300, has 14 juvenile officers in its sheriff's department, while its largest municipality, the City of San Bernardino, has eight such officers, for a total of 22 juvenile officers, plus the possibility of juvenile officers in 11 other police departments in the County. This is a rate of one officer per 4,500 youths.
4. Santa Clara County, with a youth population of 164,700, has a sheriff's department juvenile bureau consisting of



seven officers, while its largest municipality, San Jose, has 15 juvenile officers, for a total of 22 such officers, plus the possibility of juvenile officers in 15 other police departments in the County. This is a rate of one officer per 7,500 youths.

5. The City and County of San Francisco has no juvenile bureau in its sheriff's department and 42 juvenile officers in the City police department, 15 of whom are not available for general juvenile problems. Accordingly, the City and County of San Francisco, with a youth population of 74,500, has the services of 27 juvenile officers. There are no other police agencies in the City and County. This is a rate of one officer per 2,800 youths.

The above figures might seem to imply that the manpower strength of the juvenile police bureaus comes closer to adequacy in Sacramento and San Francisco than in the other three counties. This may or may not be the case. These ratios take no account of certain other important considerations, such as the total number of juveniles handled by the police in each jurisdiction. This factor is known to vary considerably from one community to another, and, in respect to the five California counties under examination, the variations are shown in the following text table.

TEXT TABLE A

Juvenile Arrests  
Within Selected California Counties, 1967

Alameda County . . . . .	24,084
Sacramento County . . . . .	8,322
San Bernardino County . . . . .	12,637
San Francisco County . . . . .	12,555
Santa Clara County . . . . .	16,521

---

Source: Bureau of Criminal Statistics, California  
Department of Justice, Sacramento

The implication of these figures is clear: although Sacramento and San Francisco each has one juvenile police officer per 2,800 youth population, the Sacramento staff deals with only about two-thirds as many cases as San Francisco, and from a manpower standpoint, is therefore in a stronger position.

Officers are normally assigned to the Juvenile Bureau by the Chief of Police, and such assignment is based upon the officer's observed ability to work with youngsters and his ability to work with related agencies such as the schools, the Juvenile Probation Department, Juvenile Hall, the Juvenile Court and the Recreation Department. The only formalized training offered by the Department consists of a full-time, 14-week course at the police academy. The content covers the entire spectrum of police services, including work with juveniles. It is not designed for juvenile officers exclusively.

The largest numbers of juvenile matters handled by the Police Department are referred by the police officers (non-Juvenile Bureau officers) in the field. The second largest number of cases are those referred by the

schools and the third greatest source is from parents and other individuals. In many cases, a youngster is questioned on the street, and is not detained. In this instance, a "field interrogation card" is made out. When three or more entries appear on this card, the juvenile is referred to the Youth Guidance Center.

If a minor is taken into custody and is 14 years of age or over, he is brought to the Police Department for fingerprinting and photographing. In some instances, the youngster is held for two or three hours in a police interview room before being transported to the Juvenile Hall. The Juvenile Bureau administration recognizes this is poor practice, but believes there is no alternative at present because of the current manpower limitations. In most cases, a youngster, if transported to the Youth Guidance Center, is taken there by the arresting officer. He may, however, be transported by a departmental transportation officer, sometimes in the police van. In rare instances, the juvenile is transported by a member of the police Juvenile Bureau.

In practice, most minors who are taken into custody are not handled directly by juvenile officers. The Juvenile Bureau is notified of each case, but primarily to provide the field officer with a juvenile arrest number. In 1967, according to information furnished by the police Juvenile Bureau, about 25 percent of all minors taken into custody came through the Juvenile Bureau, but the 1967 figure was higher than in previous years because of an effort on the part of the Police Department to assist parents in locating runaway youngsters during the "hippy invasion" of mid-1967.



In the opinion of the Juvenile Bureau, it usually handles about 15 percent of the juvenile cases.

In contrast to the San Francisco situation, the Juvenile Division, Oakland Police Department, handles 90 percent of the minors arrested, according to the estimate of its commanding officer. The commanding officer of the Juvenile Bureau in the Richmond Police Department estimates that 75 percent of the minors arrested in that jurisdiction are handled by juvenile officers.

On the one hand, the San Francisco Police Department has established a juvenile bureau and has assigned to that bureau officers who, in the opinion of the administration, have specialized training or a special aptitude to work with youth. On the other hand, and in contrast to the procedures followed in some other jurisdictions, only an estimated 15 percent of the juveniles who come into contact with the San Francisco Police Department have the benefit of assignment to the Juvenile Bureau. The situation of the police Juvenile Bureau in San Francisco therefore appears to be somewhat paradoxical: the Police Department has a juvenile bureau, to which it assigns 42 officers, but it tends to use the bureau as a "replacement depot" for other police units. As a result, the 27 juvenile officers who are not assigned elsewhere, work with only 15 percent of the youthful offenders.

Because of the critical nature of their assignment, it is appropriate to ask what kinds of officers bear the responsibility for carrying on the work of the Police Department Juvenile Bureau. At least partial answers to this question are provided by Tables 8 through 13.

TABLE 8

JUVENILE POLICE OFFICERS DISTRIBUTED BY YEARS OF SERVICE WITH THE POLICE DEPARTMENT AND WITH THE JUVENILE BUREAU, SAN FRANCISCO CITY AND COUNTY, FEBRUARY, 1968

Years of Service	Police Department (1)	Juvenile Bureau (2)
TOTAL	<u>42</u>	<u>42</u>
0 - 4	-	7
5 - 9	3	7
10 - 14	2	12
15 - 19	21	12
20 - 24	9	-
25 - 29	2	-
30 years and over	1	-
No answer	4	4

TABLE 9

JUVENILE POLICE OFFICERS, SAN FRANCISCO CITY AND COUNTY, FEBRUARY 1968, DISTRIBUTED TO SHOW ATTENDANCE AT COLLEGE

Attendance at College	Number (1)
TOTAL	<u>42</u>
Attended	26
Graduated	12
Did not graduate	14
Did not attend	12
No answer	4

TABLE 10

JUVENILE POLICE OFFICERS DISTRIBUTED BY MAJOR FIELD OF STUDY  
AT COLLEGE, SAN FRANCISCO CITY AND COUNTY, FEBRUARY 1968

Major Field of Study	Number (1)
TOTAL	<u>42</u>
Business Administration	4
Business	3
Criminology	3
Education	2
Liberal Arts	2
Physical Education	2
Other <u>/a</u>	10
No College Attendance	12
No Answer	4

/a Other major fields of study - viz, accounting; business administration and education; business merchandising; criminology and mechanics; economics; electrical engineering; nursing; philosophy and education; pre-dental and history; and, "no major" - were each reported by only one individual.



TABLE 11

JUVENILE POLICE OFFICERS, SAN FRANCISCO POLICE DEPARTMENT DIS-  
TRIBUTED TO SHOW SOURCE OF JOB-RELATED EDUCATION UNDERTAKEN

Source of Job-Related Education	Number Who Participated
University of San Francisco - Institute on Human Relations	31
Northern California Juvenile Officers Association - monthly meetings and lectures	11
California Youth Authority - seminars	7
College - various courses	6
Women Peace Officers Association - courses and seminars	4
California State Juvenile Officers Association - training lectures	3
Other schools - special courses	2
University of Southern California Delinquency Control Institute	2
Federal Bureau of Investigation - Academy	1
No other education undertaken	2
No answer	1

TABLE 12

JUVENILE POLICE OFFICERS DISTRIBUTED BY NORMAL SIZES OF  
THEIR WORKLOAD, SAN FRANCISCO CITY AND COUNTY, FEBRUARY 1968

Workload	Number of Juvenile Officers
TOTAL	<u>42</u>
1 - 4	4
5 - 9	6
10 - 14	7
15 - 19	1
20 and over	3
No answer or not applicable	21

TABLE 13

JUVENILE POLICE OFFICERS DISTRIBUTED BY NUMBER  
OF DAYS NORMALLY NEEDED TO WORK WITH ONE CASE,  
SAN FRANCISCO CITY AND COUNTY, FEBRUARY 1968

Days Normally Needed For One Case	Number of Juvenile Officers
TOTAL	<u>42</u>
1	2
2	5
3	3
4	1
5 and over <u>/a</u>	6
No answer	25

a/ Reported maximum was 21 days normally needed  
(one officer).

The most obvious fact is that all of the 38 officers who responded to a BASPC questionnaire have had considerable police experience. None has been a member of the Police Department for less than five years, and half have had between 15 and 20 years of employment with the Department. Also evident is the fact that this experience has not all been in the Juvenile Bureau. Seven of the officers have spent less than five years in juvenile work. Twenty-four of them, however, have been assigned to the Juvenile Bureau for periods ranging from 10 to 20 years. Twenty-seven officers specifically requested assignment to the Juvenile Bureau, presumably because they desired to work with youth, although the request could also have been inspired by some other motive, such as a desire to become a plainclothes officer, or a desire to advance career-wise.

Twenty-six of the officers attended college. This is line with a trend which is especially prevalent in California - namely college preparation as a pre-requisite for police work. Among those who did attend college, the favored field of study was business administration. In fact the major field of study of most of those who attended college suggests that they did not, at that time, plan to enter police work. Only three majored in criminology.

All but three of the officers have undertaken some type of job-related education since joining the Police Department. The type of job-related education pursued in a majority of cases (31 respondents) was in Institutes of Human Relations, frequently conducted at the University of San Francisco. Seven participated in seminars offered by the California Youth Authority, and four in courses offered by the Women Peace Officers' Association. Two



of the officers reported having attended the highly-regarded program offered especially for juvenile officers by the Delinquency Control Institute at the University of Southern California.

With respect to workload, half of the officers provided no information. Of the 21 who did respond, three are responsible at any one time for 20 cases or more. The workloads of the remaining officers range downward from 20 to one. Almost all cases appear to be short-term assignments in which responsibility is promptly shifted to the Juvenile Court and Probation Department, or to some other agency or individual.

The number of cases a police juvenile officer can carry at any one time depends to some extent on the number of days he has them under care. Although 25 officers supplied no information on this point, a majority of the remainder have cases under their care for less than five days. One officer, however, reported cases under care for 21 days; this was the maximum reported. Only eight officers reported that they handled juvenile matters exclusively, while 28 indicated that they were assigned other functions as well.

The juvenile officers were also queried about those factors they liked best about their jobs and those they liked least. Helping and working with young people or with all people were the satisfactions mentioned most frequently, as shown in Table 14. A substantial number also stated that they like investigative work and some replied in general terms that they got "job satisfaction" from their assignment.

TABLE 14

JUVENILE POLICE OFFICERS DISTRIBUTED BY STATEMENTS  
CONCERNING WHAT THEY LIKED BEST ABOUT THEIR JOBS,  
SAN FRANCISCO CITY AND COUNTY, FEBRUARY 1968

What Police Liked Best About Their Jobs	Number <u>/a</u> (1)
Helping and working with young people or with all people	18
Investigative duties	8
Satisfication of the job	7
Interagency relationships	3
Security of the job	2
Variety of the work	2
Challenges of the job	1
Independence of the job	1
No answer	6

/a Some officers mentioned more than one of the aspects listed.

The list of complaints about the job, as set forth in Table 15, is rather lengthy, with no marked concentration on any one item. A perusal of the list does afford insights, however, into the kinds of qualities needed by juvenile officers to deal optimistically with the variety of negative attitudes they encounter among parents, children, and the general public.

An attempt has also been made to ascertain the juvenile officer's perception of the cooperation he receives from the Juvenile Court (including the Probation Department and Juvenile Hall), from other departments of City and County government, and from the public. The officers' response to the questions may be found in Table 16. It will be noted that all of the officers who responded said that they get good cooperation from the Court, the Probation Department and Juvenile Hall. Thirty-four of the officers think they get good cooperation from other departments of City and County government. These opinions contrast sharply with the attitudes of the officers toward the support they receive from the general public. The responses of those who expressed opinions on this subject were almost equally divided between those who think they receive good public cooperation and those who state that the cooperation is not good.

#### Community Relations Unit

Another unit of the San Francisco Police Department which works with juveniles is the Community Relations Unit, established in 1962. The unit consists of a captain, two sergeants, five permanently-assigned officers, and ten officers who are assigned on a permanent-detail basis from other



TABLE 15

JUVENILE POLICE OFFICERS DISTRIBUTED BY STATEMENTS  
CONCERNING WHAT THEY LIKED LEAST ABOUT THEIR JOBS,  
SAN FRANCISCO CITY AND COUNTY, FEBRUARY 1968

What Police Liked Least About Their Jobs	Number <u>/a</u> (1)
Poor personnel practices (e.g., salary, vacations, etc.)	6
Frustrations of the job	5
Night work	5
Inability to provide greater assistance to individual cases because of workload	4
Hostility and defensive attitudes of parents and children	4
Restrictions of the job	4
Anonymous and minor complaints	3
Irate and uncooperative complainants	3
Menial duties (e.g., guard duty, office duty)	3
Non-investigative services (e.g., passing calls, speeches)	3
Depressive aspects of the job (e.g., child neglect, molesting)	2
Lack of understanding by the public	2
Manpower shortage	2
Apathetic attitude of parents	1
Personality conflicts that arise	1
No answer	7

/a Some officers mentioned more than one of the items listed.

TABLE 16

OPINIONS OF JUVENILE POLICE OFFICERS CONCERNING THE CO-OPERATION RECEIVED FROM THE JUVENILE COURT, FROM OTHER DEPARTMENTS OF CITY AND COUNTY GOVERNMENT, AND FROM THE PUBLIC, SAN FRANCISCO CITY AND COUNTY, FEBRUARY 1968

Item	Total (1)	Cooperation		No Answer (4)
		Good (2)	Not Good (3)	
Juvenile Court <u>/a</u>	42	37	-	5
Other departments	42	34	2	6
The public	42	19	18	5

a/ Includes the Probation Department and the Juvenile Hall.

divisions of the Police Department, including the Juvenile Bureau. The personnel in the Community Relations Unit includes three Spanish-speaking officers, one Chinese-speaking officer, and six Negro officers.

Some of the activities of the Community Relations Unit designed to assist San Francisco youth are as follows:

1. Instruction to high school civics classes throughout the City, including parochial schools. These visits are made by plainclothes officers and, upon request, are also made to junior high schools.
2. The "Squires Project." Twice each month, representatives from the Community Relations Unit take 15 male youngsters, each of whom must be at least 15 years of age, to San Quentin prison. For the most part, these are juveniles who have exhibited delinquent tendencies. Upon their arrival at San Quentin, they are assigned to discussion sessions with the inmate population, and the inmates counsel the youngsters as to the necessity for avoiding conflicts with the law. There is, however, no follow-up of this program.
3. A community coordination and action program. In this program, the Community Relations Unit sends police officers to meet with various youth groups throughout the City. The purpose is to provide consultation and to establish rapport with the youth. Some of the youth

groups involved are Youth for Service, Mission Rebels, Hunters Point Young Men for Action, Buchanan YMCA, two Chinese-American groups, and Horizons Unlimited, a group consisting primarily of Mexican-American youth.

#### Police Athletic League

The third unit of the San Francisco Police Department which works with youth is the Police Athletic League. This is a large program operated by one police sergeant, who is the only paid employee on the project. In addition, 60 officers and 200 citizens volunteer their time for the program. The program serves males only, between the ages of 8 and 18, concentrating on those between 11 and 15 years of age. The program is funded by public donations, and currently serves approximately 4,500 minors. It encompasses seven major sporting events, some of which are seasonal and some of which operate all year. The cost of the program is approximately \$50,000 per year and it is seen as a continually expanding program.

In the final analysis, the most constructive long-run contribution the Police Department can make to the community is in the area of curtailment and prevention of juvenile delinquency. This can be done, most particularly, in the individualized work done with pre-delinquent and delinquent youth. One of the most critical experiences of a minor within the system of juvenile justice is his first contact with the authorities. The authority is usually, but not always, the police. The initial contact may be with an officer of the Juvenile Bureau or with one of the two other Police Department units which work with youth. More often than not, however,



this is not the case. The more frequent occurrence is an initial contact with a police officer in the field who is not on the staff of the Juvenile Bureau. At this juncture, the minor either starts through the system of juvenile justice, or, if skillfully handled, he may be diverted from the system by means of a reprimand and release to parents, with some continuing supervision by the Juvenile Bureau, if necessary, or by referral to some appropriate local resource.

Directly related to the system and the minor's participation or non-participation in it is the competence of the officer who handles the case. This factor, in turn, is determined by the quality and number of juvenile officers, the officers' workloads, and the degree of cooperation which exists for the minor's benefit among the various units of the Police Department itself, and between the police and other agencies in the community.

Even if the police decide to refer the matter to the Court and the Probation Department, they continue to play an important role, especially for those youths who are taken to Juvenile Hall. At this point, the probation officer can exercise his best judgment and embark upon a suitable treatment program, only if he has a copy of a properly completed police report (or an appropriate substitute) and can count upon the responsible police officer for consultation and continuing cooperation if necessary.

## V. THE PROBATION DEPARTMENT

With the exception of the Juvenile Court itself, the Probation Department probably plays the most significant role in the system of juvenile justice. The Probation Department is the over-all administrative unit and is responsible not only for the services provided within its own organization, but also for services provided by subordinate units such as the Juvenile Hall and boys' camps.

As documented in the report of the President's Commission on Law Enforcement and Administration of Justice, 1966, /1/ juvenile probation is a well-accepted concept in the United States. The report indicates that juvenile probation service is authorized by statute in each of our 50 states, the District of Columbia, and the Commonwealth of Puerto Rico, and that during a recent year, some 192,000 written social studies were made on behalf of children referred to courts and some 189,000 children were placed under juvenile probation supervision. At the time of the President's Crime Commission survey in 1966, approximately 223,800 children were under probation supervision in the United States. It was reported that such supervision usually extends over significant periods of the child's life. The average period of probation supervision ranged from three months to three years, with a median of 13 months.

---

/1/ References to data collected during the 1966 surveys of the President's Crime Commission are taken from the various Commission reports themselves, and from the January 1967 edition of Crime and Delinquency, published by the National Council on Crime and Delinquency, New York

The President's Crime Commission interviewers found that probation services are organized mainly according to two patterns: in one pattern, the court itself administers the entire system; in the other pattern, the court performs the judicial functions only and the probation services are provided by an administrative agency. The first pattern is the more widespread, with probation services administered by the court itself or by a combination of courts. In the other pattern, services are provided to the court by an administrative agency, such as a probation department established as a separate arm of local government. Nationally, juvenile probation is administered as follows: by courts in 32 states /1/; by state correctional agencies in five states; by state departments of public welfare in seven states; by other state agencies in four states; and by other agencies or combination of agencies in three states.

The beginnings of probation are frequently traced to John Augustus, a Boston shoemaker, who in 1841, in effect, became a volunteer probation officer. Not all students agree, however, that Augustus was the originator of probation services. Some authorities suggest that the concept of probation was, in fact, developed much earlier./2/ In general, however,

---

/1/ These courts may, in their discretion, delegate administrative responsibility to the probation department.

/2/ Among those who suggest the development of probation prior to Augustus' efforts is O. Nyquist, who writes in Juvenile Justice, McMillan and Co., London, 1960, p. 142, as follows: "The roots of probation extend deep into American and West European history. The laws of King Athelstan (England, c. 925-940 A.D.) foreshadowed the probation system of to-day. In referring to the fact that very young thieves could be subject to capital punishment, King Athelstan sent word to

credence is given to the observation that probation is an American contribution to the administration of justice and was started by the Bostonian in the mid-1800s. Vermont established a county-operated probation program in 1898, and Rhode Island established a state-administered system in 1899. California made statutory provisions for the probation officers in 1903. By 1925, probation existed for juveniles in every state.

Of California's 58 counties, only San Francisco and Santa Clara have established separate departments for juvenile probation and adult probation. The other 56 counties operate combined juvenile-adult probation departments.

The administrative structure of probation services, viewed nationally, is as follows: adult probation is most frequently a state-operated program;

---

the Archbishop that no offender younger than fifteen years of age should be killed unless he resisted or fled and would not surrender. He continues: 'If his kindred will not take him, nor be surety for him, then swear he as the bishop shall teach him, that he will shun all evil, and let him be in bondage for his price. And if after that he steal, let men slay him or hang him as they did to his elders.'

"It appears to be a generally accepted fact among authorities in the field that probation has been derived from early English common law. In England and the United States the measure developed out of various methods for the conditional suspension of punishment for the purpose of avoiding the mechanical application of the harsh, rigorous, and repressive criminal law. Among such Anglo-American legal devices which have been accounted for as precursors of probation are mentioned primarily the so-called benefit of clergy, the release of an offender on his own recognizance with or without sureties, the provisional release on bail, and the provisional 'filing' of a case. The power of the courts to suspend sentence indefinitely is probably of a more recent date." (emphasis added)



juvenile probation, however, is most frequently operated at the county level; only in a few states are both adult and juvenile probation operated as county functions.

Within the professional field, there is a strong movement towards state-operated services./1/

#### Juvenile Probation Services in San Francisco

In addition to key administrative and logistical service positions, such as the Chief Probation Officer, Assistant Chief Probation Officer, business manager and statistician, San Francisco's Juvenile Probation Department consists of eight key units.

Figure 2 shows the organizational structure of probation services in the Department. The units are as follows:

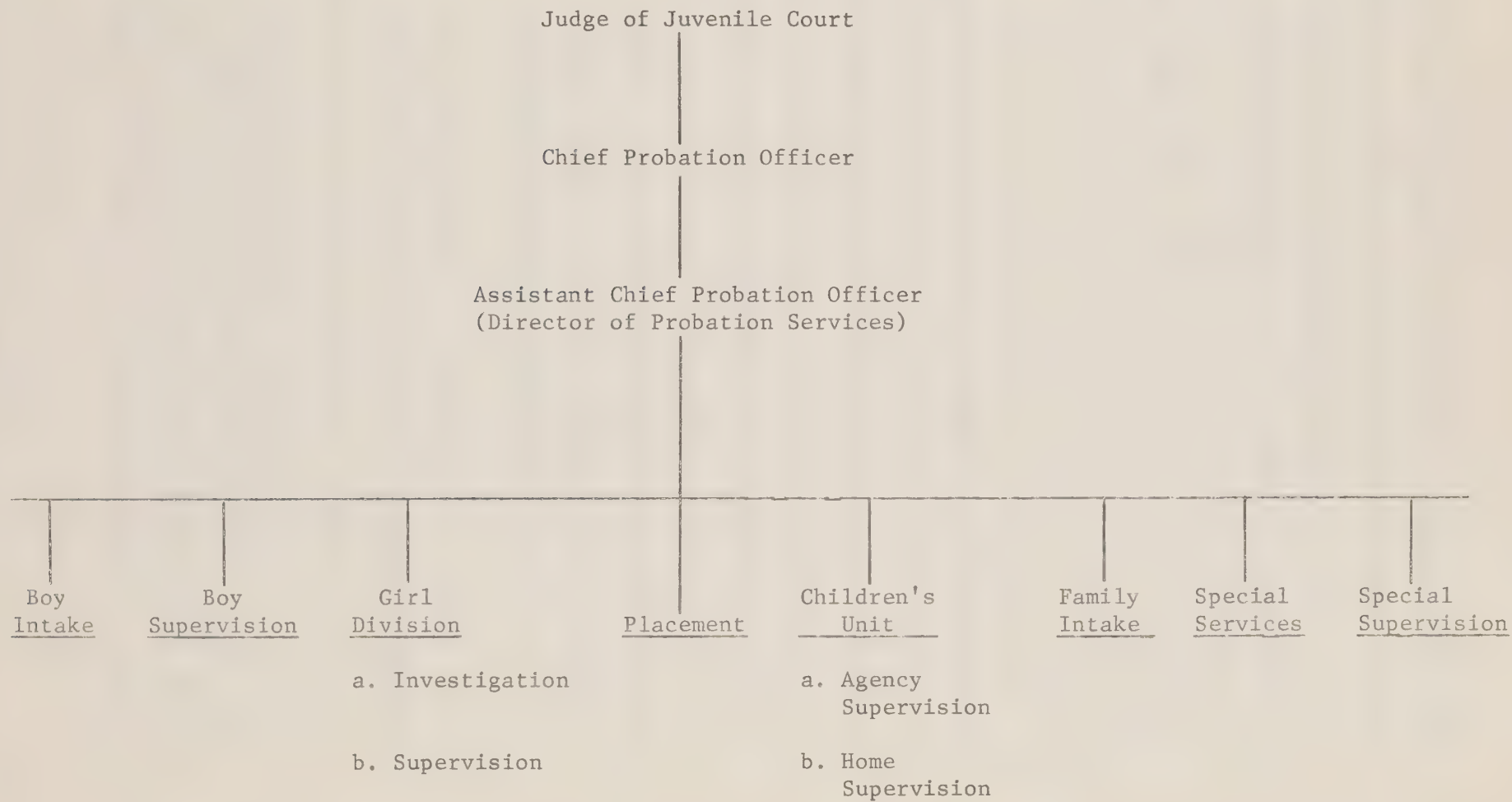
1. Boy Intake Division - This division receives the cases of boys who, generally speaking, have not been known to the Court previously. The staff within this division conducts prehearing investigations, submits written reports and recommendations to the Juvenile Court, and makes courtroom presentations, in addition to other, miscellaneous duties, such as transporting minors in custody, or assisting the Court in a "bailiff" capacity.

---

/1/ William H. Sheridan, "New Directions for the Juvenile Court," Federal Probation, Vol. XXXI, No.2, June 1967, Washington D.C. See also, National Council on Crime and Delinquency, Standard Act for State Correctional Services, New York, 1966.

FIGURE 2

ORGANIZATION OF PROBATION SERVICES, SAN FRANCISCO JUVENILE COURT, 1968



2. Boy Supervision Unit - This unit assigns probation officers to work with boys who have been placed on probation. In addition, staff from the Boy Supervision Unit conduct prehearing investigations on cases in which the family is already known to the Court (for example, when an offender's brother may already be on probation), and on cases involving a new offense committed by a person already on probation.
3. Girl Division - This division has two responsibilities, investigation and supervision. Approximately one-half of the staff in this unit is assigned to intake or investigation duties similar to those of the staff in the Boy Intake Unit. The remaining staff from Girl Division is assigned to supervision of girls on probation, although, as in the Boy Supervision Unit, these officers also conduct prehearing investigations in cases involving violation of probation and in the cases arising in families already known to the Court.
4. Placement Division - This is a relatively new division within the Probation Department - inaugurated in January 1965. It is the function of this unit to recruit foster homes, to place youngsters in foster homes, and to place minors in selected residential treatment centers, such as the Hanna Center for Boys, Sunny Hills school,

and Boys' Republic. It is also the function of officers of the Placement Division to provide supervision for juveniles who have been placed in the foster homes or at the various facilities.

5. Children's Unit - The officers in this unit deal almost exclusively with the dependent, nondelinquent child. The unit is subdivided into two operating sub-units, known respectively as Agency Supervision and Home Supervision. The Agency Supervision workers maintain liaison with the Department of Social Services, Catholic Social Service, and Homewood Terrace, all of which place and supervise dependent children. The officers in the Home Supervision unit provide supervisory services primarily for dependency cases who reside in their own homes or in the homes of relatives. In rare instances, the Home Supervision officers may work with some youngsters who have been adjudged delinquents or predelinquents.

6. Family Intake Division - In general, the officers of the Family Intake Division conduct investigations on dependency, nondelinquent matters./1/

7. The Special Services Unit - This unit handles a variety

---

/1/ See pp.



of tasks including collections to reimburse for the care of minors in court-operated institutions, abandonment proceedings, record sealings and expungements, marriage consent decrees, the provision of information to military authorities and step-parent adoption proceedings. In addition, this unit currently has responsibility for the Department's in-service training program.

8. Special Supervision Unit - This is a new unit, inaugurated in March 1968 as part of a State-operated probation subsidy program. This unit provides intensive field supervision for selected probationers./1/ The officers' case-loads are much smaller than the average workload.

The San Francisco Juvenile Probation Department has probation officer staff consisting of 68 line officers, five senior probation officers and nine supervising probation officers - a total of 82 persons. Table 17 provides comparisons of the size of the juvenile probation officer staffs in selected California counties. San Francisco County has the smallest absolute number of line officers and Santa Clara County the largest number.

---

/1/ This unit is subsidized by the State. In effect, the County is credited with about \$4,000 for every case not committed to a State institution. The amounts provided by the State are determined on the basis of an explicit formula. Monies earned by the counties under this procedure are then used to improve and strengthen locally-administered probation programs.

TABLE 17

NUMBER OF JUVENILE PROBATION OFFICERS IN JUVENILE PROBATION DEPARTMENT AND NUMBER OF ANNUAL ARRESTS PER PROBATION OFFICER AVAILABLE IN THE COMMUNITY IN FIVE CALIFORNIA COUNTIES, 1967

County	Number of Juvenile Probation Officers (1)	Number of Annual Arrests Per Probation Officer Available in the Community (2)
Alameda	93 <u>/A</u>	259
Sacramento	80	104
San Bernardino	71	178
SAN FRANCISCO	68 <u>/A</u>	185
Santa Clara	113	146

A/ "Line" positions only, which exclude supervisors and officers who carry specialized caseloads.

These figures do not take into account either the differences in the size of the populations of these counties or the differences in the incidence of delinquency within the youth population. Column 2 of Table 17 attempts to reduce the influence of these differences by showing the annual number of juvenile arrests in the county per probation officer available to deal with the problem. These ratios suggest that numerically, San Francisco is less well manned in relation to the size of the total problem than any of the counties except Alameda. However, these ratios take no account of differences in local policies with respect to arrests which could vary so greatly as to invalidate these comparisons.

Table 18 presents the budgetary resources of the probation departments of selected California counties. These budgets do not include the operation of juvenile halls, boys ranches, girls ranches or funds for the care of wards in out-of-home placements. San Francisco's current annual budget for the Juvenile Probation Department is \$2,176,007 and is the highest budget allocation among these five California counties. The cost per capita population (\$2.91) is likewise highest in San Francisco and is almost double the lowest per capita figure in the list, which is \$1.48 in Alameda County.

#### Probation Department Staff

With the exception of the Chief Juvenile Probation Officer, all positions in the San Francisco Juvenile Probation Department are within the Civil Service system. /1/

---

/1/ See pp.

TABLE 18

CURRENT ANNUAL OPERATING BUDGETS OF JUVENILE PROBATION DEPARTMENTS  
AND COSTS PER CAPITA POPULATION IN FIVE CALIFORNIA COUNTIES, 1967

County	Current Annual Operating Budget (1)	Costs Per Capita Population (2)
Alameda	\$1,575,772	\$1.48
Sacramento	1,500,000	2.37
San Bernardino	1,000,000 <u>/A</u>	1.50
SAN FRANCISCO	2,176,007	2.91
Santa Clara	1,888,817	1.95

A/ An approximate figure.



The Chief Juvenile Probation Officer of San Francisco is appointed by the Judge of the Juvenile Court under the current provisions of the City Charter and also under the provisions of the California Welfare and Institutions Code./1/

In practice, the following steps are taken in selecting the Chief Juvenile Probation Officer:

1. Applications are solicited by the Juvenile Justice Commission. The scope of recruitment, whether local, state-wide or national, is determined by the Juvenile Justice Commission.
2. The applicants are screened by the Juvenile Justice Commission.
3. The applicants are further screened by a personnel committee consisting of seven superior court judges.
4. The appointment is made by the Judge of the Juvenile Court, who traditionally makes his choice from among those screened.

The incumbent Chief Probation Officer is a veteran employee of the City and County of San Francisco, with long experience in recreation and was, between 1945 and 1950, the Executive Secretary of the Juvenile

---

/1/ For a discussion of the legal aspects of this procedure, refer to companion reference volume on The Law.

Coordinating Council of the City./1/ For some 17 years thereafter, he served as Superintendent of the Juvenile Hall. He holds a law degree from the University of San Francisco.

The minutes of the San Francisco County Juvenile Justice Commission meeting of July 14, 1966, report that, on that date, the Commission, by unanimous vote of its members assembled in regular meeting, expressed approval of the interim appointment of the incumbent as Acting Chief Juvenile Probation Officer.

The minutes of the San Francisco County Juvenile Justice Commission meeting of December 6, 1966 report, "A quorum being present, it was moved, seconded and carried after discussion, that promotion to the position of Chief Probation Officer should be from the staff of the Juvenile Court and the Youth Guidance Center and, that Elmer J. Gaetjen, presently Acting Chief Juvenile Probation Officer, having demonstrated outstanding ability to perform the duties of such office, and that he further meets all standards and requirements for such position, and acting under the recommendation and direction of the Judge of the Juvenile Court, this Commission nominates Elmer J. Gaetjen to the position of Chief Juvenile Officer, effective March 15, 1967."

There are two schools of thought regarding the most desirable background for chief probation officers, or, as they are called in some

---

/1/ The incumbent Chief Probation Officer must, on the basis of age, retire by May 1969.

jurisdictions, directors of court services. One school of thought holds that the chief administrator should possess appropriate training in the behavioral sciences. The other school of thought suggests that, in view of the administrative nature of the position, appropriate training in the field of public administration is needed.

Perhaps the strongest statement in support of the first point of view is offered by the United States Children's Bureau in its publication entitled, Standards for Juvenile and Family Courts.<sup>/1/</sup> The Children's Bureau not only suggests that a chief probation officer (or director of court services) be trained in the behavioral sciences, but further specifies that the training be in social work. The reasons for this view are stated as follows: "The most important position to be filled by a graduate social worker of the probation staff is the director of court services. From this vantage point a fully trained, competent person can influence developing court policy, can oversee the work of his subordinates, and be in a position to deal effectively with social workers in other social agencies, schools of social work, and other professionally-oriented groups. Using the graduate social worker in this capacity also enhances the court's opportunity to employ additional social workers as probation counselors."

This view, however, is not widely accepted, as evidenced by the fact

---

/1/ United States Children's Bureau, Standards for Juvenile and Family Courts, 1966, Washington D.C., pp. 108-109

that administrators of some of California's leading probation departments are from academic fields other than social work.

Two major California counties - Alameda and San Diego - recently recruited chief probation officers. According to information furnished by San Diego County authorities, the "desirable qualifications" established for the recruitment of the chief probation officer in 1967 were as follows: "Education - graduation from college with major work in a behavioral science or a related field. Graduate training is desirable. Experience - five years of responsible administrative experience in correctional work, including at least three years as the supervisor of a major division in a large agency (500 or more employees) or as the director of a medium-size agency. Experience should include supervision of casework services."/1/

Information furnished by the Secretary of the Alameda County Superior Court contains the following "minimum requirements" for candidates for the position of chief probation officer. "Education - bachelor's degree from accredited university. Experience - minimum of ten years in probation, parole or similar fields in a community of at least 200,000 population, with a minimum of five years' supervisory and administrative experience in such field."/2/

In both San Diego and Alameda Counties, the recruitment was on a

---

/1/ Job recruitment bulletin furnished by San Diego County Probation Department.

/2/ Job recruitment bulletin furnished by Hon. Edward Schnarr, Secretary, Alameda County Superior Court.



nation-wide basis.

#### The Line Probation Officer

Unlike most populous California counties, the San Francisco Probation Department does not have a multi-stratified series of probation officer classifications, but rather has only the entry position of probation officer and an ill-defined position of senior probation officer. In some units the senior probation officer is utilized as a first line supervisor, in other units he is utilized only as a more experienced line officer, while in yet other units he carries both a supervisory and a line officer responsibility.

In the course of this study, BASPC staff has personally interviewed, in addition to key administrative personnel, 74 staff persons in the Probation Department. The 74 persons whose responses are reflected in the following series of Tables,<sup>/1/</sup> consisted of 67 line officers (including the senior probation officer category), and seven unit supervisors.

Table 19 distributes the 74 probation officers by the length of their service in their present positions. One out of five had been in the same job less than six months. The second largest group (18.9 percent) had served between 5 and 10 years. Slightly more than two-thirds

---

<sup>/1/</sup> One staff member at the senior probation officer level was ill and was available for interview only after tabulation of data.

TABLE 19

LENGTH OF TIME IN PRESENT POSITION - PRO-  
BATION DEPARTMENT PROFESSIONAL STAFF, 1968

Tenure in Present Position	Total (1)	Percent (2)
TOTAL	<u>74</u>	<u>100.0</u>
Less than 6 months	15	20.3
6 Months - less than 1 year	7	9.5
1 year - less than 2.5	10	13.5
2.5 years - less than 3	8	10.8
3.5 years - less than 5	10	13.5
5 years - less than 10	14	18.9
10 years - less than 15	4	5.4
15 years - less than 20	2	2.7
20 years - less than 25	4	5.4

of the total group had been in their present posts less than five years.

It is evident from Table 20 that many of these relatively short periods of service in the present positions can be attributed either to upgrading or to transfers within the Department from one job to another. Thus, although more than two-thirds had been in their present positions less than five years, only 24 percent had been with the Department less than five years. In fact, one in every five reported 20 or more years of service in the Probation Department.

The type of education that best prepares an individual for service as a probation officer is the subject of vigorous debate. A variety of differing educational standards may be found in the publications of the various standard-setting agencies.

The United States Children's Bureau, in its publication entitled, Standards for Juvenile and Family Courts, reports as follows: "Since 1923, professional organizations have held graduation from an accredited school of social work as the most appropriate standard of training for probation work. There has been and continues to be disagreement on this point of view from several groups: among these are those who would further the development of a profession of corrections; and some but not all of the leaders in the fields of sociology and criminology." /1/

---

/1/ United States Children's Bureau, Standards for Juvenile and Family Courts, 1966, Washington, D.C., p. 107

TABLE 20

LENGTH OF TIME WITH AGENCY - PROBATION  
DEPARTMENT PROFESSIONAL STAFF, 1968

Tenure With Agency	Total (1)	Percent (2)
TOTAL	<u>74</u>	<u>100.0</u>
Less than 6 months	4	5.4
6 months - less than 1 year	1	1.4
1 year - less than 2.5	4	5.4
2.5 years - less than 3.5	6	8.1
3.5 years - less than 5	3	4.0
5 years - less than 10	23	31.0
10 years - less than 15	9	12.2
15 years - less than 20	9	12.2
20 years - less than 25	14	18.9
25 years and over	1	1.4



The California Probation, Parole and Correctional Association, in its publication entitled, The Practitioner in Corrections, quotes the following minimum and preferred requirements for probation officers. "Minimum - bachelor's degree in liberal arts. Preferred - master's degree in behavioral sciences, including supervised field work as part of the training."/1/

The California Youth Authority, in its publication, Standards for the Performance of Probation Duties, reports the following minimum and desirable educational qualifications. "Minimum - graduation from an accredited college or university with a major in the social or political sciences. Desirable - completion of a curriculum of graduate training in social work in an accredited college or university."/2/

NCCD, in its publication, Standards and Guides for Adult Probation, /3/ suggests the following minimum and preferred educational qualifications for probation officer personnel. The minimum consists of a bachelor's degree with a major in the social or behavioral sciences, plus one of the following: (1) one year of graduate study in social work or a related field, such as guidance or counseling; or (2) one year paid, full-time casework experience under professional supervision in a correctional program or

---

/1/ California Probation, Parole and Correctional Association, The Practitioner in Corrections, Arcadia, California, 1967, p. 13

/2/ California Youth Authority, Standards for the Performance of Probation Duties, Sacramento, 1965, p. 8

/3/ National Council on Crime and Delinquency, Standards and Guides for Adult Probation, New York, 1962, p. 19

recognized social agency./1/

In California, with the emergence of schools of criminology and sociology offering specialized programs for the training of correctional personnel, less emphasis appears to have been placed upon the social work discipline than in other parts of the country. In general, the prevailing professional philosophy within California has been in support of an eclectic, multi-disciplinary approach, seeking to utilize advantages from a variety of academic areas.

One authority who has questioned the wisdom of relying heavily upon social workers for probation officer personnel is Lloyd E. Ohlin, a sociologist, presently on the faculty of the Harvard University School of Law and former Director of the Center for Education and Research in Corrections at the University of Chicago. Dr. Ohlin cites a series of problems /2/ which stem from complete reliance upon the social work field for probation officer personnel. For example, he reports, "The field of probation and parole poses special problems for the social worker because the field is traditionally organized around the use of authority in the

- 
- /1/ BASPC staff has been informed by NCCD staff that NCCD has recently developed - though not yet published - a document specifically designed for juvenile probation officers. This document, indicates that the preferred training for juvenile probation officers consists of a bachelor's degree in the social or behavioral sciences with courses in delinquency and crime - plus a master's degree from an accredited school of social work or a related behavioral science.
- /2/ Lloyd E. Ohlin, Ph.D., Russel Sage Foundation, Sociology and the Field of Corrections, New York, 1956, p. 47

handling of cases. Such practices as covert surveillance, arrest, and revocation of probation and parole are regarded by many social workers as purely custodial and security functions that are incompatible with the treatment orientation implicit in the application of casework principles." It is Dr. Ohlin's thesis that the correctional field contains a number of problems which the sociologist is singularly well-equipped to investigate.

In spite of these differences of opinion as to what the educational emphasis should be, all of the standard-setting groups agree upon the need for both a good general education and some type of specialized education. The educational background of the probation staff of San Francisco should be examined with these agreements in mind. Table 21 shows the highest educational attainments of the probation officers of San Francisco. All of the officers have completed at least four years of college and 24 have undertaken academic work beyond the fourth year level.

When asked whether they had enrolled in any college or university courses including junior college or university extension courses, while in the employ of the Probation Department, slightly more than one-third (36.5 percent) responded affirmatively, while 63.5 percent reported that they had not pursued any additional, formal education since joining the Department. The 27 officers who had pursued further, formalized education since joining the Department also indicated the subjects they had studied. This information is presented in Table 22. The most frequent area of this additional education was social welfare, followed by sociology, psychology and law.

TABLE 21

HIGHEST EDUCATIONAL QUALIFICATIONS ATTAINED -  
PROBATION DEPARTMENT PROFESSIONAL STAFF, 1968

Education	Total (1)	Percent (2)
TOTAL	<u>74</u>	<u>100.0</u>
Less than 4 years of college	0	0
4 years of college	50	67.5
5 years of college	13	17.6
6 years of college	10	13.5
7 or more years of college	1	1.4

TABLE 22

SUBJECT AREAS OF PROFESSIONAL STAFF ENROLLED IN COURSES  
WHILE IN THE EMPLOY OF THE PROBATION DEPARTMENT, 1968

Subject Area	Total (1)	Percent (2)
TOTAL	<u>74</u>	<u>100.0</u>
Social Welfare	8	10.8
Sociology	5	6.8
Psychology	4	5.4
Law	3	4.0
Other non-social Sciences	2	2.7
Public Administration	2	2.7
Criminology	1	1.4
General Social Sciences	1	1.4
Other Social Sciences	1	1.4
Not applicable	47	63.4



The extensive discussion within the professional world concerning the appropriate academic training for probation officers has been paralleled by debates concerning the need for specific types of employment background for probation officer staff. Table 23 summarizes the responses of the probation officer personnel when asked to describe their background of work experience prior to acceptance of their present positions. Social work was the prior employment experience reported most frequently, accounting for 58.1 percent of all responses. The next most common response was previous employment as a juvenile hall counselor (36.5 percent of the responses). The other major responses were in the areas of business or sales or recreation.

The California Probation, Parole and Correctional Association, in its publication, The Practitioner in Corrections, suggests both minimum and preferred work experience for probation officers. The standards are as follows: "Minimum - one year paid field work experience. Preferred - two years paid field work experience in a recognized social work or correctional agency."/1/

Participation in professional institutes is generally accepted as a means of broadening the horizons and increasing the competence of probation officers. The probation officers of San Francisco were asked whether in their opinion, the agency had encouraged participation in such institutes.

---

/1/ California Probation, Parole and Correctional Association, The Practitioner in Corrections, Arcadia, California, 1967, p. 13

TABLE 23

PRIOR EMPLOYMENT REPORTED BY PROBATION DEPARTMENT  
PROFESSIONAL STAFF, 1968

Type of Job	Total <u>/A</u> (1)	Percent (2)
Social work	43	58.1
Juvenile Hall staff	27	36.5
Business or sales	23	31.1
Recreation	20	27.0
Probation Officer	13	17.6
Teaching	12	16.2
Agriculture	5	6.8
Police	5	6.8
Juvenile institution work	3	4.0
Law	1	1.4
Ministry	1	1.4
Other	20	27.0

A/ Some officers reported more than one type of prior employment.

The results are shown in Text Table B. More than half (58.1 percent) thought that such encouragement had been forthcoming.

TEXT TABLE B

<u>Encouraged Participi- pation in Institutes</u>	<u>Total</u>	<u>Percent</u>
<u>Total</u>	<u>74</u>	<u>100.0</u>
Yes	43	58.1
No	31	41.9

Because considerable numbers of minors are referred to the Juvenile Probation Department in San Francisco who do not speak fluent English, the probation officers were asked to indicate whether they spoke a foreign language. Twenty-seven officers, representing 36.5 percent of the probation officer staff reported an ability to speak a foreign language. Table 24 shows the specific foreign languages spoken by these 27 officers. Five officers speak Spanish, four speak Chinese, and four speak French. The languages spoken by smaller numbers of officers include Italian, German, Russian and Japanese.

Probation officers were also asked to indicate whether they had regularly scheduled conferences with their immediate supervisors. Twenty-three of the officers, representing 31.1 percent of the total group responded affirmatively. Further questioning revealed that these 23 officers received fairly consistent supervision. Only one said he met with his supervisor less often than once a week. A substantial proportion conferred with the supervisor once each day, or even oftener. The

TABLE 24

PROBATION DEPARTMENT PROFESSIONAL STAFF DIS-  
TRIBUTED TO SHOW SPECIFIC FOREIGN LANGUAGE SPOKEN

Language Spoken	Total (1)	Percent (2)
TOTAL	<u>74</u>	<u>100.0</u>
Spanish	5	6.8
Chinese	4	5.4
French	4	5.4
French and Spanish	4	5.4
Italian	3	4.0
German	2	2.7
Russian	1	1.4
Japanese	1	1.4
Italian, Spanish and French	1	1.4
Spanish and Russian	1	1.4
Yugoslav	1	1.4
Not applicable	47	63.3



large proportion, (68.9 percent) reporting that they had no regularly-scheduled conferences with their supervisor, gave no additional information about their supervision. Undoubtedly, at least some of them are called into unscheduled conferences when the superior thinks they are needed.

Probation officers were asked to indicate the purposes they considered the most important in meeting with their immediate supervisors. The responses are shown in Table 25. Seeking approval of a decision regarding a case was the purpose mentioned most frequently. The next most frequent purpose was to determine agency policy, followed by the soliciting of a decision from the supervisor regarding a case. The purposes named by the line officers probably ignore purposes the supervisors have in mind in the same interviews, such as checking on the quantity and quality of the line officer's work.

As indicated in Table 26, the probation officers gave a variety of responses when asked to name the position within the Department to which they aspire. The position named most frequently was supervising probation officer, a position which 36.4 percent of the respondents would like to occupy. It is also noteworthy that 32.4 percent of the respondents do not aspire to higher positions within the Department. This group may be divided into two sub-groups, the first of which consists of those officers who are genuinely satisfied with their present position and seek no advancement, or are nearing retirement age. The second sub-group consists of officers who are dissatisfied with the Department in general and have aspirations only to leave. Eleven have a desire

TABLE 25

PERCENT DISTRIBUTION OF OPINIONS OF PROBATION OFFICERS AS TO  
THE MOST IMPORTANT PURPOSE OF CONFERENCES WITH SUPERVISORS

Purpose in Meeting With Supervisor	Percent Naming Specified Purpose <u>/A</u>
For approval of a decision regarding a case	50.8
To determine agency policy	30.8
To solicit decision of supervisor regarding a case	25.0
For interpretation of agency policy	16.7
For answers regarding procedures and forms	6.9
To check quantity of work	3.3
For better understanding of client and his family	2.9

A/ Does not add to 100.0 percent. Some respondents named more than one purpose.

TABLE 26

PROBATION OFFICERS DISTRIBUTED TO SHOW ASPIRATIONS  
FOR HIGHER POSITIONS WITHIN THE DEPARTMENT

Higher Positions Desired	Total (1)	Percent (2)
TOTAL	<u>74</u>	<u>100.0</u>
Supervising Probation Officer	27	36.4
None, same job	24	32.4
Chief Probation Officer	11	14.9
Senior Probation Officer	7	9.5
Assistant Chief Probation Officer	3	4.0
Director, Boys' Ranch	1	1.4
Juvenile Court Referee	1	1.4

ultimately to be appointed Chief Probation Officer.

The judgments of the probation officers were sought as to changes which they believed would improve the services to the clients. These judgments are shown in Table 27. Some officers advocated several changes. A very large number (59 out of 74) stressed the need for smaller caseloads. Sentiment was also strongly in favor of changing working conditions, reducing the volume of clerical tasks performed by the officers, and improving personnel practices. Other improvements proposed by more than half of the officers included better administration of the Probation Department, changes in Court policies and procedures, upgrading the quality of staff, and changes in relationships with other community agencies.

San Francisco's probation officers were asked by BASPC interviewers to identify the factor they liked best about their jobs. The results, as set forth in Table 28, revealed that 68.6 percent of the respondents felt that working with clientele was the best feature of their employment. A closely related factor, the rendering of services to clientele, received the next highest rating and was reported by 11.9 percent of the probation officers. It may be significant that only one officer mentioned the satisfactions derived from his associations within the Department, especially when this fact is considered in relation to the improvements in existing practices suggested by these officers, as shown in Table 27.

The factors which San Francisco's probation officers liked least about their jobs are presented in Table 29. Considerable less unity of opinion exists on this subject than was found in Table 28, above, re-

TABLE 27

JUDGMENTS OF PROBATION OFFICERS AS TO CHANGES  
NEEDED TO IMPROVE SERVICES TO THEIR CLIENTS

Items	Total (1)	Percent <u>/A</u> (2)
Smaller caseloads	59	88.1
Changes in working conditions	47	70.1
Reduction of clerical tasks by officers	47	70.1
Changes in other personnel matters	45	67.2
Changes in Probation Department administration	40	59.7
Changes in court policies and procedures	38	56.7
Upgrading quality of staff	38	56.7
Changes in relationships with other agencies	35	52.2
Changes in Probation Department clerical services	34	50.7
Increased salaries for Probation Department staff	33	49.2
Other types of changes in caseloads	23	34.3
Changes in relationships with Juvenile Court	20	29.8
Improved budget, especially for material items (e.g., minors' clothing, storage areas, equipment for recreation)	5	7.5
Improved hours for visiting	1	1.5
Improved communications, within the department, with other agencies, and with the total community	7	10.4

A/ Some officers advocated several changes.

TABLE 28

PROBATION OFFICERS DISTRIBUTED TO SHOW ASPECT OF THE JOB EACH LIKED BEST

Item	Total (1)	Percent (2)
TOTAL /A	<u>67</u>	<u>100.0</u>
Working with clientele	46	68.6
Rendering services to clientele	8	11.9
Associations with co-workers, including supervisors	1	1.5
Variety of the work	5	7.5
Responsibilities of the job	3	4.5
Benefits (salary, vacation, employment)	1	1.5
Nothing or no answer	3	4.5

A/ Supervisors not included in this table.

TABLE 29

PROBATION OFFICERS DISTRIBUTED TO SHOW ASPECT OF THE JOB EACH LIKED LEAST

Item	Total (1)	Percent (2)
TOTAL /A	<u>67</u>	<u>100.0</u>
Workload	13	19.4
Paperwork (clerical duties)	18	26.7
Assignments: non-professional; menial (excluding clerical)	3	4.5
Appearances in Court; role of prosecutor; re- sponsibility for making authoritarian decisions	12	17.9
Monotony or frustration on job	5	7.5
Problems of morale or interpersonal problems, including lack of communication	5	7.5
Physical facilities	3	4.5
Depressive aspects of work (abandonment proceedings, physically and emotionally scarred children)	5	7.5
Nothing or no answer	3	4.5

A/ Supervisors not included in this table.



lating to the aspect of the job the officers liked best. However, more than one-fourth of them objected to the imposition of clerical duties upon professional staff. Almost one in five also complained about the workload. Nearly 18 percent disliked the necessity for Court appearances in which they assume the role of a "prosecutor." This reaction may rest on a belief that this role cannot be reconciled with the other role the officer is expected to perform - namely, that of a trusted friend and advisor of the youth.

#### The Probation Officer's Workload

An almost universal complaint voiced by probation officers during interviews with BASPC staff related to the intolerable workloads they were expected to carry. No less than 70 percent of them cited excessive workload as the factor that had the greatest impact upon the quality and quantity of their work, as shown in Table 30.

Several bodies of data were collected and examined in an effort to determine the validity of this complaint. Text Table C shows the sizes of the caseloads per officer in six selected counties. Among these six counties, Alameda and San Francisco, with 118 cases per officer, report the highest workloads. The lowest workload is 46 cases per officer in Cook County, Illinois. Among the California jurisdictions, the lowest workload was 66 cases per officer, in San Bernardino County.

TABLE 30

PROBATION OFFICERS DISTRIBUTED TO SHOW OPINIONS  
AS TO CONDITIONS MAKING GREATEST IMPACT ON QUANTITY  
AND QUALITY OF WORK IN THE PROBATION DEPARTMENT

Conditions	Percent Naming Specified Item <u>/A</u>
Excessive workload	70.0
Uncertainty of departmental policy	18.0
Need for community resources	17.0
Stenographic service	9.0
Job training	6.0
Compliance with distasteful departmental policies	4.0
Physical conditions on the job	2.0

A/ Some officers named more than one item.

TEXT TABLE C

<u>County</u>	<u>Cases per Officer</u>
Alameda	118
Allegheny (Pa.)	72
Cook (Ill.)	46
Sacramento	70
San Bernardino	66
San Francisco	118
<u>Median</u>	<u>71</u>

In 1963, the California Office of NCCD conducted an informal, statewide survey of probation officer caseloads in California. The statewide average for juvenile probation officers was found to be 107 cases.

In 1964, a State Board of Corrections study of California probation, conducted in 15 selected counties, examined the workloads of juvenile probation officers. At that time the average workload in the 15 counties was 78.9 cases per officer. But the average caseload for five of the more populous counties in the group (Alameda, Sacramento, San Bernardino, San Francisco and Santa Clara), was 116.8 cases per officer.

According to information developed for the President's Crime Commission Report of 1966, the median workload in the 250 agencies examined by the Commission's survey team, fell between 71 and 80 cases per officer. Of all children under supervision, two-tenths of one percent were in caseloads of less than 20 supervision cases, while at the other extreme, 10.6 percent were in caseloads in which the number of supervision cases exceeded

100. The highest average supervision caseload reported was 281./1/

These facts about caseloads should be examined in relation to the standards recommended by the various professional organizations and standard-setting agencies. The United States Children's Bureau, in its publication, Standards for Juvenile and Family Courts, makes the following statements: "The optimum size of a probation officer's caseload is a matter on which considerable research needs to be done. Factors in the determination of caseloads per worker vary from probation department to probation department. Among them are the quality of supervision, the training and skills of the worker, the proportion of the worker's time spent in travel, and the amount and kind of clerical services available to the worker. Also, caseloads will depend, in part, on other assigned duties, such as the making of social studies. Caseloads of workers carrying a full-time load of children on probation should be limited to 50 children. The number should be reduced proportionately if the worker is also making social studies and carrying other assigned duties."/2/

The California Youth Authority, in its publication, Standards for the Performance of Probation Duties, differentiates among three types of caseloads as follows:

"Case supervision: The caseload for a deputy or assistant probation officer doing supervisory work only should not exceed 50 valid, active supervision cases.

- 
- /1/ National Council on Crime and Delinquency, Crime and Delinquency, Vol. 13, No. 1, January 1967, New York, p. 64
- /2/ United States Children's Bureau, Standards for Juvenile and Family Courts, Washington, D.C., pp. 91-92

"Case investigation: Deputy or assistant probation officers doing investigative work only should not be required to handle over 16 court investigations and court reports per month.

"Case supervision - case investigation: Deputy and assistant probation officers doing both investigative and supervision work should pro-rate their workload according to the above standards."/1/

Material prepared for the President's Crime Commission by NCCD and quoted in that agency's publication, Crime and Delinquency, January 1967, likewise distinguishes among types of caseloads as follows:

"The generally recognized minimal standard, developed from practical experience, calls for a caseload of not more than 50 units of work a month. One case under probation supervision is counted as one unit; a new investigation and diagnostic study counts as five units, since, if properly done, it may be expected to require about five times as much time and effort as will a case under supervision in one month.

"Thus, one officer can carry 50 supervision cases a month if he is not making any new investigations. Ten new investigations per month comprise a full-time job, as does any combination of investigation and supervision cases totaling 50 units in any one month.

"This standard is minimal. A 50 unit caseload allows an average of only three hours a month for each supervision case. When the hours spent in traveling, court attendance, supervisory conferences, dictation, etc., are accounted for, the total time available for face-to-face confrontation with the child is probably not more than one hour a month."/2/

---

/1/ California Youth Authority, Standards for the Performance of Probation Duties, Sacramento, p. 11

/2/ National Council on Crime and Delinquency, Crime and Delinquency, New York, January 1967, Vol. 13, No. 1, pp. 63-64



Despite adherence to the 50 unit rule by the United States Children's Bureau, the California Youth Authority, and NCCD, the standard is not universally accepted, and, especially in California, has been subject to mounting criticism.

Some 22 experimental studies of reduced caseloads have been conducted in California since 1953. The first of these were mostly disappointing./1/ The early studies, in general, showed no superiority in outcome in the reduced caseloads. In the more recent studies, however, emphasis has been placed, not on numbers of cases, but on such considerations as classification of clients, identification of characteristics of officers, types of treatment, and the rational allocation of time. The results of these later studies are almost uniformly encouraging.

On the basis of these various studies described by Dr. Adams, and of other investigations, /2/ evidence is accumulating that the 50 unit rule may be a myth. The way in which this "myth" developed has recently been outlined as follows: /3/

"Even though corrections is a relatively new field in the

- 
- /1/ Stuart Adams, Federal Probation, Washington, D.C., December 1967, Vol. 31, No. 4, pp. 48-57. Dr. Adams is a research consultant at the University of California School of Criminology and former Director of Research for the Los Angeles County Probation Department.
  - /2/ See especially, a study known as The San Francisco Project - A Study of Federal Probation and Parole, undertaken jointly by the Administrative Office of the United States Courts and the University of California School of Criminology, and supported by the National Institute of Mental Health.
  - /3/ Robert M. Carter, D.Crim., and Leslie T. Wilkins, "Some Factors in Sentencing Policy," The Journal of Criminal Law, Criminology and Police Science, Northwestern University School of Law, Evanston, Ill., December, 1967, Vol. 58, No. 4, pp. 503-504

United States, some of its components have already become so institutionalized that they form a cornerstone for the development of a correctional folklore or mythology.

"The 50 unit workload as a standard for probation and parole supervision is an example of one of the myths. Where did this number come from? On what empirical data is it based? Is it an appropriate limitation of caseload size? If it is not appropriate, what should be the workload for corrections? A search of the literature dates the 50 unit concept back to at least 1922, when Charles L. Chute then President of the National Probation Association, observed: 'To this end, 50 cases is as many as any probation officer ought to carry.' The 50 unit concept found its way in the prestigious academic literature when Sutherland, in 1934, and Tannebaum, in 1938, suggested that 50 cases 'is generally regarded as the maximum number' and 'the best practice would limit the caseload of a probation officer to 50 cases.' The concept of 50 entered the professional literature when the American Prison Association, in 1946, indicated that a probation officer 'should not have more than 50 cases under continuous supervision.' An almost identical statement appeared in the 1954 revision of the Manual of Correctional Standards. Not until 1966 (while still suggesting a 50 unit workload) did the American Correctional Association indicate that, 'where methods of classification for caseloads have been developed through research, varying standards of workloads may prevail.'

"The institutionalization of the 50 unit concept is now firmly entrenched. Budgets for operating agencies, testimony before legislative bodies, standards of practice, and projections for future operational needs all center about this number. There is no evidence of any empirical justification for 50, nor for that matter, any other number."

It thus appears that there is no such "magic number" as 50 which is applicable to probation workloads, despite 46 years of publicity to the contrary. The dubious origin of the 50 unit rule, the lack of empirical evidence, and the substantial number of questions raised by recent research efforts are making it abundantly clear within the criminological

discipline that there is no such "easy answer." If a rational answer to the workload problem is to be found, effort must concentrate henceforth on: (a) the development of a sophisticated classification of offenders; (b) a classification of officers; (c) the focusing of attention upon clientele, treatment programs, rational time allocations, and the "social system" of the agency itself - all within the fiscal resources as available. In other words, the determination of probation officers' workloads must be based upon recent research within the professional field and supplemented by research within the department wishing to improve its services.

Insofar as could be determined by BASPC staff, virtually no classification of offenders exists within the San Francisco Juvenile Probation Department except in the newly-created Special Supervision Unit, organized in March 1968, where caseloads average 27 cases per officer.

In the process of questioning probation officers concerning their workloads, BASPC staff inquired whether the officers had duties above and beyond those normally assigned to a probation officer. Slightly more than two-thirds of the respondents replied affirmatively. The officers were then asked to estimate the percentage of their working time that is devoted to these "other duties." The responses to this question are summarized in Table 31. The most common estimate was that between 10 and 15 percent of the officer's time is devoted to "other duties." Thirteen officers gave higher estimates. Some of the more common duties not normally considered within the professional responsibilities of

TABLE 31

PROBATION OFFICERS DISTRIBUTED BY ESTIMATED PERCENTAGE OF WORKING TIME SPENT ON TASKS NOT USUALLY INCLUDED IN PROBATION WORK

Percent of Time Spent on Non-Probation Tasks	Total (1)	Percent (2)
TOTAL <u>/A</u>	<u>67</u>	<u>100.0</u>
Less than 5	9	13.4
5 - less than 10	10	14.9
10 - less than 15	14	20.9
15 - less than 20	1	1.5
20 - less than 25	6	9.0
25 - less than 50	5	7.5
50 - less than 75	0	0
75 - 100	1	1.5
Not applicable	21	31.3

A/ Supervisors not included in this table.

probation officers but nonetheless assigned to officers in San Francisco, are: serving as a transportation officer; escorting minors in custody to and from the courtroom; acting in a "bailiff" capacity.

A vivid description of the workload situation in San Francisco's Juvenile Probation Department is contained in an inter-office memorandum dated April 26, 1968, to the Acting Assistant Chief Probation Officer from the supervising probation officer in charge of the Girl Division. The memorandum reads as follows:

"I feel compelled to bring to your attention the situation in Girl Division insofar as the volume of work is concerned. With two working days left in the month of April, as of the close of the working day on Friday, April 26, 1968, we had had a total of 213 referrals, according to my rough figures. This follows the month of March when officially we had 224 referrals. . . . The months of February and March each showed approximately ten more petitions filed than in the month of January.

"The March statistics show that the caseload of girls under supervision has risen to almost 400, with only four supervision workers, one of whom is a senior Probation Officer. With her caseload she is completely unable to assist me in the operations of the division, and she has recently informed me that she does not see how she can act as division supervisor during my absence on vacation. Realistically I have to agree with her. At the present time the supervision workers are able to handle primarily the emergencies which occur on their loads. With the coming of the vacation season, when two of the four workers will be eligible to four weeks' vacation to which they also may add accumulated vacation, the operation of the division appears almost impossible.

"The same situation prevails with the intake workers, where two have informed me in the past week that they intend to take leaves without pay during the summer, where five of the six workers are eligible for four weeks paid vacation.



"The pressure on all of the workers, both intake and supervision, are such that I have grave concern for them and their health. If the intake pressure were just starting, it would be one thing, but the increased load has been apparent for more than a year, and the cumulative fatigue is taking its toll."

It is noteworthy that 61.2 percent of the probation officers in San Francisco think substantial changes in their roles and responsibilities have occurred since the Gault decision by the U. S. Supreme Court and the 1967 revisions of California's juvenile court laws. For the most part, probation officers in San Francisco, as well as probation administrators in other California jurisdictions, report that the Supreme Court decision and the ensuing legislation have imposed voluminous new duties upon the probation officer, much of which is time-consuming and is clerical in nature.

#### Probation Officer Workmanship

Inasmuch as probation work is divided basically into two areas, pre-hearing investigations (including recommendations to the court) and probation supervision, this study has sought to assess the effectiveness of San Francisco's probation officers in these areas. Attention was directed first to the area of investigation.

When each probation officer was interviewed, he was given two hypothetical cases./1/ The first hypothetical case was as follows:

---

/1/ Seventeen of the 74 officers did not participate in this hypothetical exercise, since their specific assignments do not include delinquency cases.

"You are conducting a prehearing investigation regarding a 16 year-old minor, who was arrested for arson. He has a limited previous history of misconduct, consisting of some truancy during junior high school years, and an arrest for shoplifting at age 14.

"The youngster is Negro, comes from a broken home, (whereabouts of father unknown) and, like the rest of his family (his mother and a 13 year-old sister) is supported by welfare funds.

"Although he is not an outstanding student, his school record is basically satisfactory. He has been confined in Juvenile Hall for 10 days, and the counselors report that he has created no disciplinary problems, nor has he been an active participant in the institution's programs. He is somewhat of a 'loner'."

After he had studied the hypothetical situation, each officer was asked to indicate what his recommendation might be to the court regarding this case. After the officer had selected the recommendation he deemed appropriate, he was asked to examine a series of alternate recommendations and to state with respect to each of them, why he had not proposed it.

Each officer was then given a second hypothetical case /1/ which was as follows:

"You are conducting a prehearing investigation regarding a 16 year-old, Caucasian boy arrested for petty theft of a sweater from a local store. Subsequent investigation revealed that the boy at the time of his arrest was a runaway, that he had a long history of poor inter-personal relationships at home. He has no prior arrests.

---

/1/ Seventeen of the 74 officers did not participate in this hypothetical exercise, since their specific assignments do not include delinquency cases.

"The youngster's parents, both of whom are college educated, maintain a home in the upper middle-class section of your city. The father holds an executive position with a local restaurant chain.

"Until last year, the boy was an above-average student, but his scholastic performance took a sharp drop this year.

"The boy has been detained in Juvenile Hall for 10 days, has refused to return to his own home, but at the same time, is seen by the Juvenile Hall staff as a 'trouble-maker' and, while the report is not completely substantiated, there is some suggestion that he attempted to incite a riot within Juvenile Hall. Psychological examination reveals an above-average intelligence, and suggests no organic problems."

After studying the second hypothetical case, the officer was asked to formulate his recommendations for court disposition of the matter. Thereafter he was again asked to explain why he had not chosen specified alternative recommendations.

The responses to the hypothetical case situations were thereupon coded, in order to conceal the identity of any given officer and were delivered to a committee of three acknowledged authorities in the field of corrections. These authorities were: (1) a former probation officer and now a probation consultant for the California Youth Authority, with academic background in criminology; (2) a professor emeritus of law from a distinguished American university, and a nationally recognized authority in the area of corrections; and, (3) a former social worker academically trained in social work and now a supervising probation officer in a major California probation department.

Table 32 shows the grades assigned by this committee of authorities to the answers provided by the probation officers in hypothetical case #1. The largest number (13) fell into the C+ category which is slightly above average. The next most frequent grade was B, which was attained by 8 officers. Seven of the responses were graded D or lower.

The grades achieved in the second hypothetical case, which are shown in Table 33, are on the whole lower than those assigned in the first case. Thus, 14 of the grades were D or lower, as compared to 7 in the first case. Moreover, the grade given in the largest number of cases (C-), is the second step below the grade most frequently awarded in the first case (C+).

In addition to assigning grades to the responses of the probation officers, the rating committee formulated a composite reaction to the case responses they had examined. The key observations made were as follows:

1. The officers' reactions to the hypothetical situations reflected mediocrity.
2. There was some evidence of "snap judgments" based on insufficient evidence.
3. More officers seemed to miss key ingredients in the second hypothetical case than in the first instance.
4. Officers demonstrated a limited knowledge of options available. Their responses were almost totally negative

TABLE 32

PROBATION OFFICERS DISTRIBUTED BY GRADES ASSIGNED  
TO ANSWERS GIVEN IN HYPOTHETICAL CASE I

GRADE	TOTAL
TOTAL <u>/A</u>	<u>67</u>
A	1
A--	2
B+	4
B	8
B--	5
C+	13
C	4
C-	6
D+	4
D	2
D--	0
F	1
Not applicable	17 <u>/B</u>

/A Supervisors are not included in this table.

/B Of these 17 officers, 4 were in the Special Services Unit; 6 were in the Family Intake Unit; 6 were in the Home Supervision Unit; and one had been on the job for only 7 days.

TABLE 33

PROBATION OFFICERS DISTRIBUTED BY GRADES ASSIGNED  
TO ANSWERS GIVEN IN HYPOTHETICAL CASE II

GRADE	TOTAL
TOTAL <u>/A</u>	<u>67</u>
A	0
A--	3
B+	4
B	1
B--	6
C+	5
C	8
C-	9
D+	5
D	6
D--	3
F	0
Not applicable	17 <u>/B</u>

/A See footnote A, Table 32.

/B See footnote B, Table 32.



in respect to the programs of the California Youth Authority, with little or no recognition of current treatment-oriented programs operated by the Youth Authority.

5. The responses reflected the lack of any clearly defined policy or any consistent in-service training program within the Probation Department.
6. There appears to be a lack of community resources within San Francisco County.
7. There is some evidence that the Court imposes restrictions, perhaps informally, on options available to the probation officer.
8. Very few of the responses reflected much analytical ability or reflective ability on the part of the officers.
9. There was very little reference to collateral agencies.
10. There was some feeling that, had the officer been given the opportunity to write out his response, he might have done better.
11. Two of the authorities who graded the results indicated that they had done so liberally, giving the officer the benefit of any doubt, and that, accordingly, the grades

assigned probably suggest a higher quality of workmanship than that which may exist in the Department.

Field supervision was the second area of responsibility assessed. During 1967, 5,006 cases were afforded field supervision by the San Francisco Probation Department. Almost 51 percent of these cases were in the nondelinquent, dependency category. Attempts were made to evaluate field supervision in two ways: (a) exploratory case readings; and, (b) intensive interviews with minors and their families who had experienced contact with the Court and Probation Department.

Two BASPC staff persons were assigned to examine the case records to determine the feasibility of utilizing them as a basis for measuring the effectiveness of probation supervision in San Francisco. It was the recommendation, independently arrived at, of both staff persons that the utilization of the case records in this manner was not reasible. They were in agreement, on the basis of their examinations of a sampling of the records, that the information available would not readily lend itself to collection, tabulation, and analysis within the practical time limit of the study. In addition, they expressed reservations concerning the probable value of the end result.

This was not to say that BASPC staff was calling into question the general maintenance of the records or the quality of the recording, but rather that they did not think that the kinds of data necessary to accomplish the evaluative task were readily available in these records.

The same statement could probably be made with regard the records of many public and private agencies. The problem, generally, relates to the difference in the objectives of the researcher and the practitioner. Frequently, the data needed by the researcher are not of the order that concern the practitioner operating under legal or administrative restraints.

It was the opinion of BASPC staff that the records were adequately maintained; that all legal requirements were met and recorded; and that the recording of events and situations at the point of the presenting problem was dealt with in detail. However, the factors limiting the usefulness of the case records in terms of measuring the effectiveness of probation supervision were related to the: (a) lack of background information concerning events leading up to the crisis situation; (b) the somewhat sketchy social histories of the principals in the case; (c) abbreviated diagnostic statements, sketchy recording of treatment plans, and treatment goals; (d) nonavailability of psychological reports and reports from agencies to which referrals had been made. These limitations were judged to be sufficiently serious to call into question the practicality of using this approach./1/

Information obtained during interviews with minors and their families is presented in a subsequent chapter of this report, and will include data that throw light upon the quality of probation supervision

---

/1/ BASPC staff will be available to present verbal testimony regarding the Probation Department's case records, as examined, if such testimony is desired by the Study Committee.

in San Francisco.

Several pieces of information gathered during the interviews with the probation officers, and others, have a bearing upon the quality of probation supervision - in addition to the workload factor described heretofore. These facts are:

1. More than four out of each ten officers (43.3 percent) reported that they interview their clientele at the Probation Department; only 14.9 percent of the officers indicated that they confer with the minor in his home. It is difficult to understand how an officer can evaluate a minor's home situation without visiting the home on a regular basis. Generally speaking, it is considered preferred practice to interview the minor in his home, rather than at the Probation Department.
2. The Probation Department has a policy which requires each officer to spend the first and last hour of each working day in his office. If an officer is interviewing a minor in the Hunters Point district in mid-afternoon, he must summarily conclude the interview in order to be back at the Youth Guidance Center by 4:15 p.m. This is a questionable policy in view of the fact that the hours when a minor is available for interview are the periods after school - precisely the same hours which the officer is required by Departmental policy to spend in his own office.

3. Some shortage of Departmental automobiles exists, and this is a potential obstacle in maintaining a schedule of home visits.
4. In contrast to general practice elsewhere, most probation officers are not assigned to specific districts; hence they do not have the opportunity to become acquainted with the resources of a certain district, but rather attempt to supervise offenders on a city-wide basis.

#### Length of Probation Supervision

The juvenile who is placed on probation in San Francisco is likely to remain under the Court's jurisdiction for a substantially lengthier period of time than would be the case in any of the counties selected for comparison. The average length of probation supervision in San Francisco, based on data provided by the California Department of Justice and the Probation Department's Statistical Unit, is 15.3 months.

In contrast to the 15.3 months' figure reported by San Francisco, the average length of probation supervision reported to BASPC by other jurisdictions is as follows:

Alameda County	12 months
Allegheny County (Pa.)	6 months
Cook County (Ill.)	9 months
Sacramento County	11 months
San Bernardino County	14 months
Santa Clara County	12 months
<u>Median</u>	<u>12 months</u>



Data from the President's Crime Commission Report of 1966 reveals that, nationally, the median is 13 months, with the 250 counties surveyed reporting averages ranging from three months to three years. Thus, the minor who is placed on probation in San Francisco remains under supervision for a period two- and one-half times greater than the probationary period assigned to his counterpart in Allegheny County, Pennsylvania, and 2.3 months longer than the national median reported by the President's Commission in 1966.

### Placement

In January 1965 the San Francisco Probation Department established a new division which is "responsible for all delinquent wards ordered into out-of-home placement by the Court, other than those committed to Hidden Valley Ranch School, Log Cabin Ranch School, or the California Youth Authority. It also handles some dependent children who are committed to schools which also accept delinquents or who are babies in mutual boarding homes with their mothers who are on probation."/1/

The Placement Division and its probation officers are responsible for finding appropriate placements for delinquent children who have failed to respond while on probation in their own homes and must, therefore, be given out-of-home placements. The objective of the out-of-home placement is to help the minor to become stabilized while continuing to function

---

/1/ San Francisco Juvenile Court, Annual Report, 1966, p. 24

in the community. Choices of placement include foster homes, institutions, and residential treatment centers.

From the point of view of the Probation Department, the Placement Division was organized to centralize placement activities, to provide better liaison with existing institutions, and to develop additional foster home and school resources. Previously these functions had been scattered throughout the Department. In the first year of operation, with only a partial staff, the number of delinquent boys and girls in placement increased 62 percent. In 1966, placements were further increased to a monthly average of 301. Concurrently, commitments to the California Youth Authority decreased dramatically from a peak of 294 in 1963 to 158 in 1966./1/

The responsibilities of the Placement Division were defined in an administrative memorandum issued at the start of the service in 1965. Only one of the seven probation officers serving in the division in March 1968 spoke of this document when interviewed by BASPC staff, but all agreed that their assignments have been made very clear by verbal instructions.

The specific responsibilities of a placement officer /2/ in the San Francisco Probation Department are as follows:

1. Accepting a new case referred to the division after a Court hearing at which the child was declared to be a

---

/1/ Ibid

/2/ The term "placement officer" is used herein simply to distinguish that officer from the field supervisor probation officers. In fact, however, placement officers are probation officers, assigned to a particular specialty.

ward of the Court, and was committed to the Chief Probation Officer for out-of-home placement. In practice, the division supervisor reviews the case and assigns it to the particular probation officer whose group of foster homes and/or institutions or residential treatment centers, is most likely to provide an appropriate placement for this child.

2. Evaluating the case and developing a placement plan. After studying the case record and discussing it with the unit supervisor, the placement officer meets the child (usually while he is in custody in one of the delinquency cottages of Juvenile Hall). A possible placement plan is discussed with the child, and the plan is revised as needed. Then the placement officer meets with the parents and discusses the plan with them.
3. Making application is the next step if the placement is to be in a treatment center or an institution. The application includes an attachment of detailed facts prepared by the probation officer. If the placement is to be in a foster home, the placement officer seeks one which will be appropriate to meet what he has assessed to be the child's needs. Finding such a foster home involves talking with the prospective foster parent and visiting the home if it is one not previously used for placements.

4. Visiting before placement. When arrangements have been completed with the residential treatment center, institution, or foster home, the placement officer takes the child to visit the organization or the home. Such a preplacement visit is always made to a foster home and to all institutions which require such a visit. Sometimes in the case of a distant institution or a residential treatment center in Southern California, the preplacement visit is scheduled for one day and, if all goes well, placement may be completed the following day. In the case of a disturbed or acting-out child (ages range between 12 and 21 years), it may take two officers to escort him on the visit. As soon afterwards as possible, if arrangements are satisfactory, the placement officer gets the child's clothing and makes the placement. In the case of an institution, this requires having a "Minute Order" signed by the Court./1/
5. Continuing supervision in placement is accomplished by the placement officer through monthly visits. At the time of the monthly visit, if the foster home, institution, or treatment center is in a distant community, the officer allows time for conferences with the school

---

/1/ A "Minute Order" is usually made by the Court for a specific purpose and relates to a specific case. The authority is entered in the minutes of the Court.

which the child attends, with the staff of the institution or the foster parent and talks with the institution about the casework service it may promise to the child's parents. If all goes well in an institution or residential treatment center, the period of placement supervision is likely to continue one to one- and one-half years, a period which most agencies consider necessary as a minimum for work with the child. If problems arise, the situation is reviewed carefully and a change of placement or of foster home is considered and is made, if it is deemed to be essential.

6. Preparing for return of the child to his own home, or for placement in a foster home. The placement officer learns two or three months in advance the approximate date the child will be ready to leave an institution or residential treatment center. He helps prepare both the child and his parents for this move, and arranges for the child to visit his home.

In cases in which the child is unable or unwilling to return to his own home, usually the next step following institutional care or residential treatment, is placement in a foster home. In this case the child will remain under supervision of the Placement Division and the change will entail another Court hearing, which is



usually arranged without requiring the child to return to Juvenile Hall.

If the returning child goes to his own home, the case will be transferred to the Girl or Boy Division for continuing probation officer supervision.

7. Recruiting a new foster home for a child may be a prelude to his returning from an institution or a residential treatment center or it may be necessary at some time during his placement in a foster home that fails to meet his needs.

It is a policy of the Placement Division to require progress reports to the Court every six months on every individual child in placement. The reports are prepared by placement officers using data collected for a variety of sources, such as the minor, foster parents, and the institutional staff.

#### Comparison With a National Standard

The foregoing description of the work of the Placement Division which was supplied by one of its officers and was confirmed in interviews with several of the others, may be compared with the following statement about a placement officer's treatment plans and the criteria for evaluating them included by NCCD in its Cook County report:

"After collecting and analyzing material during the social study process, the probation officer must translate this into a workable plan for helping the child

and family solve the problems that bring them to the Family Court (Juvenile Court). To do this, he must elicit and identify facts and attitudes that have significance for a plan of rehabilitation. Any treatment plan, if it is to be a workable one, must be developed jointly with those concerned. Plans developed unilaterally, whether by a probation officer, judge or other person, have little chance of success.

"Treatment plans were measured in terms of four criteria:

- "1. Appropriateness, relevance and completeness of the social study that served as the basis for the treatment plan.
- "2. Appropriateness of the treatment plan in view of the diagnosis made by the worker.
- "3. Who developed the treatment plan.
- "4. Appropriateness of the way in which the plan was developed."/1/

If placement officers in the division actually take the steps described in the NCCD document, it would appear that there is a good opportunity for a treatment plan which is developed jointly by those concerned. No evidence is available, except the seeming conscientiousness and concern of the officers interviewed, as to whether the treatment plans soundly reflect the diagnostic facts available to the worker. Statements made in interviews with the psychiatric consultants to the Probation Department cast some doubt on the likelihood that such is the case.

#### Background of the Children

Sources of referral from which the Placement Division cases come

---

/1/ National Council on Crime and Delinquency for the Citizens' Committee on the Family Court, "The Cook County Family (Juvenile) Court and Arthur Audy Home - An Appraisal and Recommendations," Chicago, Ill., 1963, p. 44

prior to the Court hearing include the various divisions of the Probation Department. The Children's Division was mentioned specifically by all placement officers interviewed. The Girl Division and Boy Division were each mentioned frequently as sources of referral. Very few of the children so referred are first offenders. A first offender would be referred to this division only in case he came from an "extremely deteriorated family situation" or had committed "a severe crime requiring protection of the community," according to statements by two of the placement officers. Most of the cases come to the Placement Division after a period of supervision on probation in their own homes under the Boy or Girl Divisions. A child is seldom removed from his home until after he has been known to the Court for at least six months to one year. Some cases come to the division after a period of treatment at McAuley Psychiatric Clinic, or Napa State Hospital. Some also come from a general hospital in which they have been receiving care for a physical ailment.

The group often includes severely disturbed children who may be classified as either predelinquent or delinquent. Some are children who have been known to the Court as dependent children whom it has proved impossible to serve effectively under supervision by one of the community agencies, or under Home Supervision by the Probation Department. The children range in age from 12 to 21 years, with an occasional 11 year-old.

All cases to be placed by the Placement Division must have been ad-

judicated as falling into 601 or 602 classifications./1/ Prior to the formal Court hearing, a tentative placement plan must be approved by the Assistant Chief Probation Officer. Placement does not occur until the child has been declared a ward of the Court and has been committed to the Chief Probation Officer for out-of-home placement. Then definite steps can be taken to effect the placement. Usually, two to three weeks are required for the case findings to be written up and the documentation transferred from the Girl or Boy Division to the Placement Division. During this time, the child is nearly always in custody at Juvenile Hall.

#### Numbers Served

The average number of minors under supervision in home placement may be seen in Text Table D, below, for 1966 and 1967. The total number has increased from 1966 to 1967. The increase in the number of girls (about 10 percent) has significance in view of the severe shortage of placement facilities, such as institutions and residential treatment centers, for girls. There are only one or two such centers available for girls. Moreover, San Francisco County, unlike Alameda, Los Angeles, and Santa Clara Counties, does not operate a girls' home, similar to the boys' ranches.

---

/1/ See State of California, Welfare and Institutions Code, Article 5, Jurisdiction, Section 601 and 602, in the chapter on The Law.

TEXT TABLE D

Average Number of Children  
in Placement at End of Month

	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
1967 / <u>a</u>	354	217	137
1966 / <u>b</u>	301	178	123

/ a Source: San Francisco Juvenile Court  
and Probation Department, 1967  
statistics

/ b Source: San Francisco Juvenile Court  
Annual Report, 1966

Placement Resources

The effectiveness of the entire placement process depends upon the availability of placement resources in the community and upon the appropriateness and quality of the services they provide for each particular child. The types of resources used by the Placement Division in 1967 and the volume of service given in each type are shown in Text Table E, below.

TEXT TABLE E

<u>Type of Facility /a</u>	<u>Average Number of Children at End of Month, 1967</u>		
	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All Placement Facilities	354	217	137
Foster Home	169	77	92
Institutions	179	136	43
State Hospitals	6	4	2

Source: San Francisco Juvenile Court and Probation  
Department, 1967 statistics

/ a No distinction is made in the table between school-  
type institutions and residential treatment centers

The seven officers and the supervisor interviewed in the Placement Division reported that they make differential use of the various kinds of place-



ment facilities, depending upon the age of the child and the nature of his situation. Foster homes are used mostly for younger children. Delinquent children over 13 years of age, particularly if they have had an unsuccessful period of probation at home, are likely to be too sophisticated to benefit from foster home placement.

A wide variety of institutions serve the community, but the majority are child welfare residential facilities, often with an intramural school and with some casework service for the child and for his family, if he has been placed near his home community.

Residential treatment centers are operated by agencies having highly qualified professional staffs of social workers, with consulting psychologists and psychiatrists who sometimes offer direct treatment as well as consultation. In order to serve severely disturbed children, these agencies need access to an intramural school in which the school experience can be closely integrated with the psychiatric treatment for each individual child. Some residential treatment centers house children in group homes or provide aftercare living in group homes for children just past their 18th birthday.

#### Issues Raised by Probation Officers in the Placement Unit

The major problems facing the probation officers in the Placement Division are these:

- The availability of treatment centers for girls is very limited as compared with the number available for boys.

- The need for group homes, as well as for treatment centers for girls has become more acute.
- The quality of service for the child suffers in some institutions because of a lack of funds to employ properly qualified staff. This problem can result when the board rate is kept too low to cover the proper number and quality of social service personnel.
- There is a critical need for more foster homes within a 30-mile radius of San Francisco. Too much probation officer time is used in attempting to supervise children placed in distant areas. In addition, remote placements make it difficult to provide casework service to improve the relationships between the child and his family.

#### Probation Department Intake

The way in which the intake service operates has a direct bearing upon the probation officer's workload, as well as upon the workload of the Court itself. The intake process is perhaps best described by the United States Children's Bureau, in its publication, Standards for Juvenile and Family Courts, /1/ as follows:

"The intake process is an important one in specialized courts and is generally advocated on the grounds that

---

/1/ United States Children's Bureau, Standards for Juvenile and Family Courts, Washington, D.C., 1966, pp. 53-54

it permits the court to screen its own intake, not just on jurisdictional grounds, but, within some limits, upon social grounds as well. It can cull out cases which should not be dignified with further court process. It can save the court from subsequent time-consuming procedures to dismiss a case. It provides an immediate test of jurisdiction at the first presentation of a case. It ferrets out the contested matters in the beginning and gives the opportunity for laying down guidelines for appointment of counsel and stopping all social investigation and reporting until the contested issues of fact have been adjudicated. It provides machinery for referral of cases to other agencies when appropriate and beneficial to the child. It gives the court an early opportunity to discover the attitudes of the child, the parents, the police, and any other referral source. It is a real help in controlling the court's caseload. Because it operates in the sensitive area of direct confrontation with the police, the school, and other community agencies, intake can make or break the community's good communication with and understanding of the juvenile court's role. . . .

"It is generally agreed that a separate intake unit is essential, especially in larger courts."

It is generally recognized within the correctional field that the intake function is one of the most important operations in a probation department. By the same token, it is generally believed that probation department administrators would do well to assign their most capable staff to the sensitive intake function. In some jurisdictions, up to one-third of the total professional staff has been assigned to the department's intake unit.

The intake unit makes the all-important decision as to whether a minor shall be diverted from the system of juvenile justice, or whether he shall continue to the next step in the system. Just as police officers are expected to exercise some discretion at the arrest procedure, so are probation department intake officers expected to exercise equal, if not greater,

discretion at this juncture of the system.

Professor Norval Morris, professor of law at the University of Chicago, described this process at a conference convened by the Practicing Law Institute, held in Las Vegas, Nevada on June 7, 1968./1/ Professor Morris referred to a recent experience in Chicago, wherein an estimated 500 police contacts with juveniles resulted in only 100 arrests. These in turn were screened by the police department with the result that only 40 of the minors were referred to the probation department. The probation department intake unit further screened the cases so that only 20 of the original estimated 500 police contacts appeared before the juvenile court.

Within the San Francisco Juvenile Probation Department,/2/ there are actually three intake units. The largest such unit is the Boy Intake Unit, which, during normal working hours, provides intake service for male minors referred to the Court on delinquency matters, but which, in addition, provides "extended intake service" for the entire Probation Department during evenings and weekends. Another intake unit within the Probation Department is a part of the Girl Division. Approximately four officers from this division serve as intake officers. A third intake Unit deals exclusively with dependency matters and is identified as the Family Intake Unit.

---

/1/ From a paper delivered at the Practicing Law Institute, Las Vegas, Nevada, June 7, 1968, by Normal Morris, LLB.

/2/ Data based upon a seven-day observation of San Francisco Juvenile Probation Department's intake are presented in the chapter on The Court.

The report of the Governor's Special Study Commission on Juvenile Justice of 1960, resulted in California legislation, adopted in 1961, which enhanced the importance of the intake function. Within the provisions of law, which became effective September 15, 1961, the probation officer was charged with the responsibility for conducting an "immediate investigation" into the need for detaining a youngster in custody and was required to discharge a minor from custody unless specified conditions were found. As a result of this law, many major probation departments in California immediately followed an example which had been established earlier in some eastern and mid-western jurisdictions and expanded the intake function beyond the normal working hours of the probation department.

In contrast to the California counties which started a program of "extended intake screening" in the early 1960s, San Francisco did not embark upon such a program, in a true sense, until July 10, 1967. Under the current arrangements, a probation officer of line rank, but normally an experienced probation officer, provides intake screening service from 4:00 p.m. to midnight, as well as on weekends. Between the hours of midnight and 8:00 a.m., a registered nurse, who is not experienced as a probation officer, and has not been sworn as an ex-officio probation officer, is responsible for intake screening.

While the San Francisco Juvenile Probation Department does have intake units and "extended intake screening," the efforts in this direction appear to be counteracted, at least in part, by certain "house rules" reported to BASPC observers by intake staff members. Some of these "house rules" are as follows:



1. There is a "standing rule" that virtually all male probationers who are delivered to the Juvenile Hall for new offenses shall be ordered into custody. This "standing rule" is based upon the presumption that a minor on probation has, by his alleged commission of a new offense, violated an order of the Court and thus falls within one of the legal categories which permits detention in the Juvenile Hall (i.e., "violation of a court order"). It is understood that, in cases of extreme doubt, the intake officer may telephone the supervisor in charge of the Boy Unit and secure specific permission to release a youngster, but that in all other instances, a male minor delivered to the Juvenile Hall for an alleged new offense is routinely ordered into detention. Apparently this same "standing rule" does not apply to female probationers who are brought to the Juvenile Hall on a new alleged offense.
2. In cases in which more than one minor is involved in misconduct, all participants are treated similarly, despite variations in the extent of their participation and in their records of previous misconduct. For example, BASPC staff observed a case of burglary, involving two brothers. An older brother was the major participant and had a previous record with the Court.

The younger brother was a minimal participant and had no prior record of misconduct. Both juveniles, however, were taken before the Juvenile Court. When the officer in charge of the case was asked why he had not handled the younger brother in some other fashion, he explained that to have made this distinction would have been in violation of the Departmental and Court policy, and that by terms of such policy, all participants in a given case were to be processed through the Court if any minor's participation were deemed sufficiently serious to warrant Court attention. This policy was later checked with the Boy Intake Unit within the Probation Department and it was determined that the particular officer's interpretation was substantially correct./1/

#### Juvenile Hall Detention Rates

The Juvenile Hall detention rate has a direct bearing, not only upon the crowding within the facility itself, but also upon the workload imposed upon the Juvenile Hall staff, the probation officers, and the Court. As previously indicated, under current California law, it is the role of the probation intake officer to determine the necessity for the detention of minors delivered to Juvenile Hall by the police. Hence, to some extent, detention rates reflect the practices of the intake staff.

---

/1/ For additional comments regarding intake, refer to companion reference volume on The Law and to the chapter on The Court.

NCCD, in its publication entitled, Standards and Guides for the Detention of Children and Youth, discusses detention rates as follows:/1/

"In some parts of the country the number of children detained, including those being held only overnight, is less than five percent of the total referred to the court for delinquency; in other sections, with comparable police to court referral practice, more children are admitted to detention facilities than are referred to the court for delinquency. Local custom rather than thoughtful policy appears to be the reason for the difference. . . .

"NCCD field studies have shown that where the rate of detaining is high, special probation staff, special procedures, and cooperation by court and law enforcement agencies can bring the rate down. Fears that 'some children will not be detained who ought to be' have usually proved unfounded, particularly when effective casework with the undetained youngster is applied.

"The experience of communities that have low rates of detaining shows that non-detained children like adult offenders out on bail, rarely run away or commit other offenses pending court disposition."

The general procedure for determining detention rates, as practiced by NCCD, is simply to compare the total number of juvenile arrests in a given county, with the total admissions to juvenile hall in the same county./2/ NCCD maintains that if rates are calculated in this way, "the number of children admitted to a detention facility should normally not exceed ten percent of the total number of juvenile offenders apprehended by law enforcement officers."/3/

- 
- /1/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, New York, 1961, pp. 17-18
- /2/ Traffic matters, dependency-neglect matters, federal matters, and cases outside the Court's jurisdiction are excluded from these calculations.
- /3/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, New York, 1961, p. 18

Although it is impossible to determine detention rates precisely as suggested by NCCD, since available statistical data in California do not distinguish such relevant items as federal cases or cases out of the court's jurisdiction, it is possible to utilize a "modification" of the NCCD approach. Between 1962 and 1967, the California Office of NCCD, utilizing data furnished by the California State Bureau of Criminal Statistics, annually attempted to measure detention rates in California, utilizing the "modiciation" of NCCD's prescribed formula./1/

Information developed by NCCD's California Office revealed that, statewide, 41 percent of those arrested in 1960 were detained. In 1961, when new laws took effect governing the conditions under which a minor might be held in custody, the statewide proportion detained on a statewide basis dropped to 32 percent. The rate continued downward until 1964, when the statewide average was approximately 29 percent.

In an attempt to assess the effectiveness of San Francisco's Probation Department intake screening and Juvenile Hall intake screening, BASPC staff has examined detention rates from two vantage points. First, BASPC has utilized the modified NCCD formula and has examined detention rates for the years 1963 through 1967, both the statewide rates and the county rates for San Francisco and four other California counties.

---

/1/ The NCCD formula was "modified" to the extent that federal cases, cases out of the court's jurisdiction and a few other small categories of cases could not be eliminated from total admission.

As indicated in Table 34, the statewide rate in 1963 was 30.2 percent. In 1964, it dropped to 28.8 percent, and to 28.3 percent in 1965. It increased slightly to 29 percent in 1966 and experienced a substantial increase to 35.6 percent in 1967.

In contrast to the decrease on the statewide level, between 1963 and 1966, the detention rate in San Francisco remained generally stable, with a low of 50 percent in 1964 and a high of 54.6 percent in 1963. In 1967, however, San Francisco shared the statewide increase and reported a detention rate of 73.3 percent. In other words, almost three-fourths of all minors arrested were admitted to Juvenile Hall.

In the first four of the five years, (1963-1967) San Francisco had the second highest detention rate among the five California counties studied, exceeded only by Sacramento County. In 1967, however, San Francisco's detention rate was the highest of the five counties and, for the first time during the five-year period, exceeded the detention rate of Sacramento County.

Another manner in which detention rates may be examined is by determining the number of juveniles admitted to custody per 1,000 youth population aged 10 through 17, again excluding dependency, neglect and traffic matters. On the statewide level, the rate for 1964, based upon this formula, was 29 detentions per 1,000 population, aged 10 through 17. In 1965, the figure was 28, in 1966 it increased to 31 and in 1967 to 40.



TABLE 34

ANNUAL DETENTION RATES CALCULATED FROM ADMISSIONS TO JUVENILE HALL AS A PERCENT OF TOTAL ARRESTS FOR JUVENILE DELINQUENCY AND FOR DELINQUENT TENDENCIES, AND ANNUAL DETENTION RATES PER 1,000 YOUTH AGED 10 THROUGH 17, FOR THE STATE AND FOR SELECTED COUNTIES, 1963 THROUGH 1967

Year	Total Arrests (1)	Total Admissions (2)	Admissions as a Percent of Total Arrests (3)	Detention Rates Per 1,000 Youth Population (4)
<u>1963</u>				
Statewide	244,312	73,868	30.2	-
Alameda	20,600	5,726	27.8	-
Sacramento	4,686	2,701	57.6	-
San Bernardino	8,653	2,215	25.6	-
San Francisco	9,631	5,260	54.6	-
Santa Clara	13,247	4,627	34.9	-
<u>1964</u>				
Statewide	269,584	77,554	28.8	29
Alameda	22,199	6,800	30.6	48
Sacramento	6,099	3,420	56.1	35
San Bernardino	9,942	2,174	21.9	23
San Francisco	10,032	5,014	50.0	66
Santa Clara	12,573	5,474	43.5	39
<u>1965</u>				
Statewide	277,649	78,669	28.3	28
Alameda	22,270	6,783	30.5	46
Sacramento	7,112	4,525	63.6	44
San Bernardino	10,149	2,127	21.0	22
San Francisco	9,321	4,963	53.2	65
Santa Clara	12,994	5,464	42.1	37

(continued)

TABLE 34 (cont'd)

Year	Total Arrests (1)	Total Admissions (2)	Admissions as a Percent of Total Arrests (3)	Detention Rates Per 1,000 Youth Population (4)
<u>1966</u>				
Statewide	303,020	87,925	29.0	31
Alameda	24,295	7,580	31.2	52
Sacramento	7,206	4,818	66.9	47
San Bernardino	11,048	2,526	22.9	26
San Francisco	10,007	5,060	50.6	68
Santa Clara	14,569	6,257	42.9	40
<u>1967</u>				
Statewide	323,427	115,100	35.6	40
Alameda	24,084	8,739	36.3	59
Sacramento	8,322	6,058	72.8	57
San Bernardino	12,637	3,230	25.6	31
San Francisco	12,555	9,205	73.3	124
Santa Clara	16,521	7,077	42.8	43

Source: State of California Department of Justice, Bureau of Criminal Statistics, Sacramento:

Crime in California: 1964, Table III-12.

Delinquency and Probation in California: 1963 and 1964, Tables III-4 and III-5.

Crime and Delinquency in California: 1965, Table X-3 and Appendix 5; 1966, Table X-5 and Appendix 5.

Statistics for 1967 were obtained on request prior to publication of the Bureau's 1967 report.

Juvenile Probation: 1965 Extended Data and 1966 Extended Data, Table 3 for estimates of youth (10-17 years of age) populations.

In terms of this rate, San Francisco has detention rates which are at least double the statewide rate and are consistently the highest rates in any of the five California jurisdictions selected for comparison. For example, in 1964 San Francisco experienced 66 detentions per 1,000 youth population, aged 10 through 17. In 1965, the rate was 65. It increased to 68 in 1966 and in 1967, rose to 124. These data may be found in Table 34.

The detention of juveniles is a costly procedure, both in terms of tax dollars (since in San Francisco it costs the taxpayers \$12.00 per day to detain a child in Juvenile Hall), and also in terms of the minor's rehabilitation. There is some reason to believe that, in the cases of unsophisticated offenders - those youth who do not have a lengthy history of repeated misconduct - the detention experience and the exposure to more sophisticated offenders may be a detrimental experience. It has been said, for example, that, under certain circumstances, the detention of an unsophisticated delinquent and his consequent exposure to more experienced delinquents is tantamount to his enrollment in a "crime school."

A communication of the Central Office of NCCD in New York, offers some interesting information regarding detention rates, and is quoted, in part, as follows:/1/

---

/1/ Letter from Central Office, National Council on Crime and Delinquency, January 17, 1968.

"If the proportion of children and youth detained is higher than two percent of the number apprehended for delinquency, then intake practices should be examined. To our knowledge, no study has been made which shows that the high rate of detaining is an effective deterrent to delinquency."

The communication from NCCD's Central Office describes a current experiment in New York City, where the Family Court in Kings County is using several probation officers, each with caseloads of less than ten, to supervise on a daily basis those youngsters who would otherwise have been detained between the detention hearing and the dispositional hearing. The program, according to NCCD, is quite successful. Less than one-fourth of these minors have been returned to court for possible detention. NCCD notes that the Kings County experiment also has other advantages above and beyond the financial savings to the taxpayers. In several instances, probation officers with low caseloads have been able to resolve problems that were previously unresolved when the same youngsters were on probation prior to the law violation which returned them to the court. Because of the work of the intensive supervision probation officers, institutional commitments which were thought to be inevitable, were actually avoided.

While some California counties, including some sizable California counties (notably Contra Costa County) have demonstrated an ability to approximate the ten percent detention rates regarded as the ceiling by NCCD, no California jurisdiction has developed a program comparable to the one in existence in Kings County, New York.

The issue of Probation Department intake service and Juvenile Hall intake screening is also related to another subject which has been widely discussed within the City and County of San Francisco. That subject is the Youth Guidance Center physical plant. There have been suggestions both that the City and County of San Francisco construct a new Youth Guidance Center physical plant and that it consider extensive remodeling of the present facility.

In a publication entitled, "So You Want to Build a Detention Home - Think Twice," NCCD suggests some alternatives to detention./1/ These alternatives are:

1. Special probation services to help parents and children assume responsibility for the child's behavior pending court action. This suggestion appears to be similar to the experiment now underway in Kings County, New York.
2. Emergency shelter care in group homes for children whose removal from home is imperative but for whom secure custody is not imperative.

In this connection, NCCD notes that court policy, court rules, and court intake procedure aimed at minimum use of detention should be clear and in writing.

---

/1/ Undated mimeographed manuscript, "So You Want to Build a Detention Home - Think Twice," National Council on Crime and Delinquency, New York



In the same publication, NCCD states:

"Before building any detention facility, the following steps should be taken; otherwise the new building is likely to be misused, even with the best of intentions.

- "1. Study the need. The number of children detained today may be a false clue to the number who need detention tomorrow, irrespective of projected changes in the youth population. Expansion of program areas in an existing detention home may be more important than expansion of capacity, if alternatives to detention are used.
- "2. Send more children home to await court hearings. Youth apprehended for delinquency, and awaiting court, are less likely to be law violators than before their arrest. Ninety percent or more can safely be returned to their homes under court supervision if special predisposition probation officers are available to assist both parent and child to keep the youngster's behavior under control.
- "3. Provide group homes and day centers instead of detention. Alleged delinquent children who need immediate removal from their homes but not secure custody, are better cared for in special group homes subsidized for 24-hour availability. A shelter is less rejecting, provides more opportunity for cooperation and more normal observation and study than detention. Detention relieves both parent and child of his responsibility for anti-social behavior in the community."

#### Communication Problems

Both from within and without the Probation Department, there have been innumerable complaints regarding communications. When asked by BASPC interviewers whether any communication problems existed within the Probation Department, 68.7 percent of the respondents replied affirmatively. When asked to specify the nature of these communication problems within the Department, the officers responded as shown in Table 35. The 44

TABLE 35

PROBLEMS OF COMMUNICATION WITHIN THE AGENCY REPORTED  
BY THE SAN FRANCISCO PROBATION OFFICERS

Problems	Total /A
Total	<u>67</u>
Isolation of every division from the others	7
Absence of established procedures for communication; no feedback	2
Lack of opportunities; e.g., general staff meetings, where- by persons separated by status or space can meet	5
Lack of administrative directives on changes in procedure following revisions in policy, law, etc.	3
Lack of conferences on cases; e.g., across divisions or within any division	5
Information is obtained informally; e.g., via grapevine	3
Attitudes and approaches vary greatly among the divisions	1
Staff conflict over punitive versus therapeutic orientations	1
Domination by the judge; weak administration	2
Resistance to the new; ignoring of criticisms and suggestions	2
Confusion in staff as to who does what	1
Minors in the same family are not assigned to one probation officer	1
Breakdown in paperwork; excessive number of forms; high workload	2
Petty differences and misunderstandings among divisions	1
Difference between socio-economic classes of minors and of staff	1
Telephone problems	1
Lack of continuity in planning for the minor	2
Lack of staff privacy for exchange of communications	1
In general, a breakdown in communications but no specific problem	3
Not applicable or no answer	23

A/ Supervisors not included in this table.

officers who replied gave a variety of answers, several of which are merely different phrasings of the same basic point. For example, the absence of procedures for communicating both horizontally (from one division to another) and vertically (upward and downward from one operating level to another) appears explicitly or implicitly in 10 of the 19 responses. Other scattering complaints are of a different order and relate in most instances to one aspect or another of administration. Typical of these is the complaint about telephone service and the assertion that confusion exists within the staff as to "who does what."

When probation officers were asked for suggestions for the alleviation of these problems of internal communication, they responded as shown in Table 36. Twenty-eight of them either could not or did not offer any suggestions. The 39 who did propose changes were far from unanimous in according priority to any one solution. The largest number of agreements (7) related to the need for more staff meetings. The recommendations of six officers related to increased emphasis upon staff development through in-service training and subsidized formal education. An equal number (6) advocated a "clean sweep," with a new administration, reorganization of the Department and the "weeding out" of incompetent personnel. The remaining 11 suggestions received scattering support, most of them from only one or two officers.

When questioned as to whether communication problems existed between the Probation Department and other agencies, 64.2 percent of the probation officers responded affirmatively. When requested to identify the

TABLE 36

SUGGESTIONS OF PROBATION OFFICERS FOR SOLVING PROBLEMS  
OF INTERNAL COMMUNICATION

Suggestions	Total <u>/A</u>
Total	<u>67</u>
Require more staff meetings, general or unit or both	7
Replace current administration; re-organize the department; weed out incompetents	6
Continue orientation sessions; establish a program of in-service training; subsidize further education	6
Promote closer contact between the Juvenile Hall and the Probation Department	3
Solicit suggestions from staff; involve employees more in administration	4
Create department bulletins; circulate memoranda when procedures are changed; clarify administrative policies	2
Cut caseload; increase staff	2
Establish a formalized flow of information	2
Cross-reference the files	2
Use informal conferences; urge probation officers to pass along important information	1
Hold conferences on cases	1
Reduce turnover in Juvenile Hall	1
Rotate job assignments	1
Assign all boys involved in the same case to one probation officer	1
Not applicable or no answer	28

A/ Supervisors not included in this table.

communication problems with other agencies, the officers gave the responses set forth in Table 37. Twenty-six officers either perceived no problem or did not respond. Of the 41 who identified problems, more than one-fourth complained of the delays in receiving police reports and of the lack of detail in the reports. Every one of the 41 respondents attributed the failures in communication, not to the Probation Department, but to the behavior or the lack of understanding of other agencies in the community. Only by implication can any of the listed problems be interpreted as shortcomings within the Probation Department itself. For example, 12 officers thought problems of communication were owing to the ignorance (2) or the misunderstanding (10) of other agencies concerning the functions of the Youth Guidance Center. Perhaps by implication, a valid question may be asked about the scope and quality of effort made by the Probation Department to promote in the community an understanding of its functions and problems.

When the probation officers were asked for suggestions for solving the problems of communication with other community agencies, they made the suggestions listed in Table 38. Twenty-eight officers voiced opinions as to a solution. Although similar ideas underlie several of these proposals, not more than four officers made exactly the same recommendation. An analysis of the entire list of 19 suggestions indicates that, in one way or another, a considerable proportion of these officers are troubled primarily about their relationships with two other local agencies - the San Francisco Police Department and the Department of Social



TABLE 37

PROBLEMS OF COMMUNICATION WITH OTHER COMMUNITY AGENCIES  
REPORTED BY THE PROBATION OFFICERS OF SAN FRANCISCO

Problems	Total <u>/A</u>
Total	<u>67</u>
Delays in reports from the police; lack of details in reports	11
Misunderstanding by other agencies of Youth Guidance Center roles and functions	10
Rapid turnover of social workers in the Department of Social Service	6
No established points for communication with other agencies; no feedback from them	7
Ignorance of other agencies concerning Youth Guidance Center operations and procedures	2
Unrealistic expectations	2
Administrative blocks in other agencies	1
The "prying" by staff in other agencies	<u>1</u>
Talk but no action by other agencies	1
Not applicable or no perceived problem	26

A/ Supervisors not included in this table.

TABLE 38

SUGGESTIONS FOR SOLVING PROBLEMS OF COMMUNICATION WITH  
OTHER AGENCIES PROPOSED BY SAN FRANCISCO PROBATION OFFICERS

Suggestions	Total
TOTAL	<u>67</u>
Set up inter-agency orientation programs	3
Create position(s) of liaison officer	4
Hold a series of formal inter-agency meetings	2
Require police reports to accompany minor from booking; obtain more detailed information from police at intake	4
Require police to inform parent about the program for the minor at Youth Guidance Center	1
Require the Police Juvenile Bureau to work solely with juveniles	1
Train police officers and Department of Social Service staff regarding the role of the probation officer	1
Have Department of Social Service supervisor notify proba- tion department in advance about coming turnover in staff	1
Establish formal points of communication with Department of Social Service	2
Improve relationship between top administrative personnel and other agencies	1
Reduce political competition between top administrators	1
Set up inter-agency case conferences	1
Set up inter-agency case notification system	2
Make information on how to reach proper agencies more available	1
Get other agencies also to take responsibility in communication	1
Require inter-agency field visits by staffs of concerned agencies	1
Create positions for probation-related functions in staffs of outside agencies	1
Not applicable or no answer	39

Services. Both are large agencies, vitally related to the well-being of the community as well as to the work of the Probation Department. The community can ill afford relationships among these three organizations that impede the work of any of them.

Although the subject of inter-agency relationships will be discussed in detail in a subsequent chapter of this report, it should be noted here that strong sentiment was repeatedly expressed by various persons in favor of establishing, in San Francisco, an "associated agency" type of program which would bring together the Juvenile Court (including the Probation Department), the recreation department, the school department, the police department, the district attorney, the health department the Department of Social Services, the Board of Supervisors, and the Bay Area Social Planning Council. Some of the proponents of such a development pointed out that similar organizations have worked well elsewhere and that between September 1930 and June 1950, a somewhat similar organization, known as the Juvenile Coordinating Council, existed in San Francisco.

#### Budgetary Process and Administrative Practices

The remaining pages of this chapter are devoted to a description of the Juvenile Court/Probation Department budgetary process and its administrative practices. The purpose is not to provide an in-depth analysis of an accounting system, but rather to describe the budget process as it relates to, and affects, the functioning of the Juvenile Court as a community-serving agency and as an operation financed by the City and

County of San Francisco.

The pages devoted to administration are similarly designed to be descriptive. In addition, whenever possible, specific aspects of Juvenile Court administrative practices are compared with practices of other juvenile court systems.

The intent of the presentation of the two themes - budget process and administrative practices - is to appraise the effort the Juvenile Court makes to stimulate and attract community support, and to report the degree to which it is successful in these efforts.

#### The Budget

The budget of an organization is necessarily one of the most important administrative concerns, since the degree of attention paid to the budgetary process, and the results of these efforts, determine how well or how poorly an agency can expect to fulfill its desired objectives.

Financial support of the Juvenile Court is assumed almost entirely by the County government. Therefore, prior to entering into an examination of the Juvenile Court budgetary process, it is necessary to understand the mechanics of the San Francisco budget system, and to grasp the unique structure of San Francisco government. The City and County of San Francisco are geographically, jurisdictionally, and politically the same unit. Theoretically and practically, this condition eliminates an entire level of government and thus necessitates only one budgetary process instead of the usual two.

Figure 3 shows both the line and staff functions in the budget process. The Juvenile Court follows the indicated process except that it does not submit its request to a board or a commission. The request goes from the Juvenile Court directly to the Controller. The Probation Department is provided with a yearly budget calendar which sets forth the steps in the processing of Departmental or agency budget requests, and indicates the various groups and individuals involved in budget decision making in San Francisco.

#### The Budgetary Process of Juvenile Court

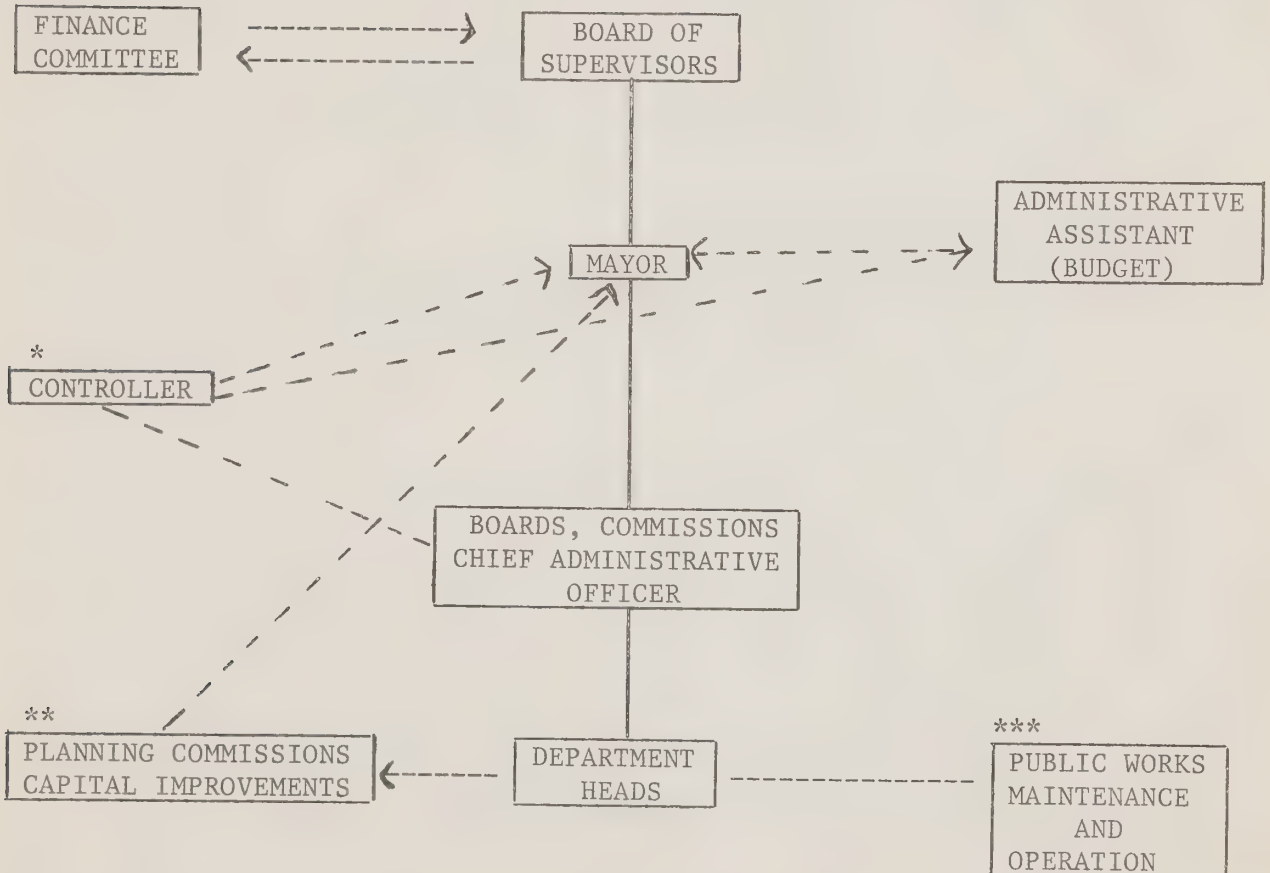
The Juvenile Court budget is comprised of four distinct budgets. Each year, with adequate lead time to the budget submissions date, the business manager sends out a memorandum to the heads of the Probation Department, Juvenile Hall, Log Cabin Ranch, and Hidden Valley Ranch, asking them to assess their needs and to forward recommendations as to increases and decreases in budget items based on the previous year's budget. Often little or no response results. However, in some instances, as with Juvenile Hall this past year, a specific administrator will closely assess his needs and will prepare justifications of the Department's request.

Many budgetary items are mechanical in nature and as such are simply adjusted and carried forward to the next year. The most critical budgetary item is the one relating to new positions. The new positions are deemed necessary for the development and improvement of Departmental services, and are also the budget items which are the most difficult to get approved by the County.



FIGURE 3

BUDGETING PROCESS, CITY AND COUNTY OF SAN FRANCISCO



\_\_\_\_\_ LINE FUNCTIONS

----- STAFF FUNCTIONS

- \* Controller prepares Consolidated Master Copy of Budget-Charter, Section 69.
- \*\* Planning Commission Capital Improvements program requests under Charter, Section 69.1.
- \*\*\* Public Works Maintenance and Operation cost estimates from departments.

Figure 3 shows both the line and staff functions in the budget process. The Juvenile Court follows the indicated process except that it does not submit its request to a board or a commission. The request goes from the Juvenile Court directly to the Controller. The Probation Department is provided with a yearly budget calendar which sets forth the steps in the processing of Departmental or agency budget requests, and indicates the various groups and individuals involved in budget decision making in San Francisco.

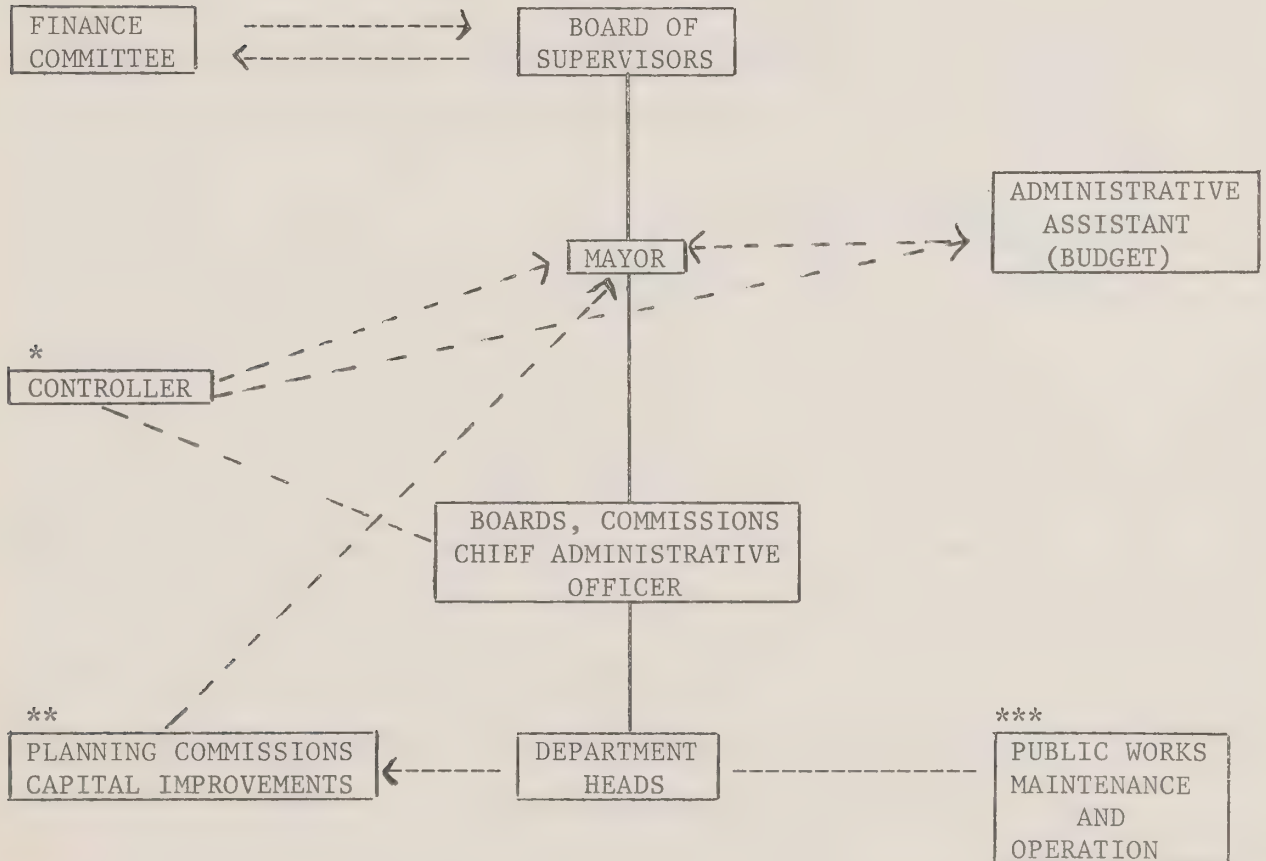
#### The Budgetary Process of Juvenile Court

The Juvenile Court budget is comprised of four distinct budgets. Each year, with adequate lead time to the budget submissions date, the business manager sends out a memorandum to the heads of the Probation Department, Juvenile Hall, Log Cabin Ranch, and Hidden Valley Ranch, asking them to assess their needs and to forward recommendations as to increases and decreases in budget items based on the previous year's budget. Often little or no response results. However, in some instances, as with Juvenile Hall this past year, a specific administrator will closely assess his needs and will prepare justifications of the Department's request.

Many budgetary items are mechanical in nature and as such are simply adjusted and carried forward to the next year. The most critical budgetary item is the one relating to new positions. The new positions are deemed necessary for the development and improvement of Departmental services, and are also the budget items which are the most difficult to get approved by the County.

FIGURE 3

BUDGETING PROCESS, CITY AND COUNTY OF SAN FRANCISCO



\_\_\_\_\_ LINE FUNCTIONS

----- STAFF FUNCTIONS

\* Controller prepares Consolidated Master Copy of Budget-Charter, Section 69.

\*\* Planning Commission Capital Improvements program requests under Charter, Section 69.1.

\*\*\* Public Works Maintenance and Operation cost estimates from departments.

The business manager reviews requests made by the various administrators and consults with them on the development of the four budget statements. The internal development and preparation of these four statements is informal. The business manager writes up the bulk of the budget requests and it is his responsibility to produce the final statement. It is left to his judgment and discretion to consult and work with the four key administrators. The current business manager has elected to solicit the involvement of the specific administrators. The Chief Probation Officer is particularly involved in the budget process for three reasons: (1) the administrative hierarchical structure designates the Chief as the business manager's superior; (2) the Probation Department budget is consistently larger than the other three budgets combined; and, (3) it is good business practice for the two men to work closely together.

The Juvenile Court budget process is incremental because such is the nature of the line item budgetary system of the County. It is literally impossible under the line item budgetary system to start from scratch with each item every year. This type of system limits the staff to concentrating on a major evaluation of certain items, such as new positions and major capital improvements. The remaining items are adjusted and carried forward on the basis of the previous year's experience. In this process, an agency at least hopes to match last year's appropriation and if possible improve upon it, above and beyond what normal inflation and salary increments would produce.

The Juvenile Court Judge is a participant in the budgetary process.

As the titular and responsible head of the Juvenile Court, he is vitally interested in budget development and outcome. Throughout the internal budget process, the Judge participates in the role of consultant, advisor, and final decision maker. The budget request in its final form goes from the Juvenile Court with the Judge's approval to the Controller's Office.

The Controller's Office reviews all agency budgets, checks them for accuracy, and reproduces corrected copies. The budgets are submitted to the Mayor's Administrative Assistant in charge of budgetary matters, and the Assistant, with the Mayor, makes certain recommendations on the budget requests. The Mayor has the authority to increase or decrease any of the budgets as he sees fit. Following the Mayor's analysis and recommendations as to appropriations, the agency requests are forwarded to the Finance Committee of the Board of Supervisors. The Finance Committee, composed of three members, makes its analysis of the budgets, asks the agency to justify its requests, conducts public hearings and, makes further recommendations. The Finance Committee of the Board of Supervisors does not have the authority to increase the Mayor's budget requests, but almost always exercises its authority to decrease them. The Finance Committee submits its final recommendations to the full Board, which in most cases, approves the appropriation recommended by its Finance Committee.

#### Budget Evaluation

It is particularly difficult to assess non-profit agency budgets. Few guidelines have been established and accepted for evaluating an agency's success or failure. Social scientists and budgetary experts alike bemoan



the lack of accepted formulae similar to the various ratios applied to corporate financial statements, which can be used to evaluate an agency's performance.

Two imperfect methods of evaluation have evolved for the analysis of non-profit agency budgets. The first method is to spread the total appropriation of an agency over a five or six year span to determine whether an incremental, year to year, increase was achieved. Table 39 shows the Juvenile Court appropriation over the most recent six-year period.

The attempt to assess the Juvenile Court budget, using the figures in Table 39, for the determination of an incremental growth pattern has some hazards, as the following facts indicate. In the fiscal year, 1963-64, the total appropriation received by the Juvenile Court amounted to \$3,908,979 as compared with a total appropriation of \$3,014,475, in the following fiscal year, 1964-65. Judged on the basis of an incremental system of increases, the figures indicate a glaring failure - totaling \$894,504 - on the part of the Court to achieve at least the previous year's appropriation. But an examination of the facts reveals that in the fiscal year 1964-65, a resolution was passed by the County which called for the Department of Social Services to be responsible for some casework services, placement, and maintenance of minors for which the Juvenile Court previously was responsible. As a result, the monies allocated for these duties were shifted from the Juvenile Court budget to the budget of the Department of Social Services. This kind of occurrence distorts the incremental method of evaluating budgetary experience.

TABLE 39

APPROPRIATIONS FOR SERVICES ADMINISTERED BY THE JUVENILE COURT OF THE CITY AND COUNTY OF SAN FRANCISCO, 1962-1968

(Includes all expenses except the remuneration of the judge and of the bailiffs)

	----- F I S C A L     Y E A R     -----					
	1967-1968	1966-1967	1965-1966	1964-1965	1963-1964	1962-1963
TOTAL APPROPRIATION	<u>\$4,313,157</u>	<u>\$3,641,180</u>	<u>\$3,650,869</u>	<u>\$3,014,475</u>	<u>\$3,908,979</u>	<u>\$3,599,726</u>
PROBATION DEPARTMENT	2,176,007	1,959,339	2,121,444	1,588,877	2,547,225	2,265,788
JUVENILE HALL	1,445,594	1,290,517	1,201,217	1,118,224	1,069,710	1,051,120
LOG CABIN	379,804	371,224	328,208	307,374	292,044	282,818
HIDDEN VALLEY	311,752	20,100	-	-	-	-

Source: The Juvenile Court of San Francisco.

Note: The above figures were compared with the records in the Controller's office, and in all cases the figures were found to be the same or only slightly different.

Another factor which tends to invalidate the incremental budget evaluative approach is the current practice of securing matching State and federal funds. For the most part, Juvenile Court financing comes directly from the pockets of San Francisco taxpayers. On the other hand, the Department of Social Services, an agency rendering services to youth and particularly to the youngsters who make up a large segment of the Court clientele, is often eligible to apply for, and receive, matching State funds as well as federal dollars. The Mayor and the Board of Supervisors are likely to support the Department of Social Services in order to attract outside monies which will pay for more services for less County money. The "matching fund" theory does not consistently operate in this manner because oftentimes the matching funds are used to stimulate the creation of services and after a few years, the County is left "holding the financial bag." Nevertheless, an agency's ability to attract these outside monies does infringe upon and upset the incremental evaluation of agency budgets. The fact that an agency is eligible for other than County funding not only distorts the incremental budget evaluation but also practically eliminates the value of comparing the Juvenile Court budget with that of such an agency.

In an effort to gain insights into the internal attitudes toward the Juvenile Court budgetary process, two questions were asked of 16 members of the administrative and supervisory staff of Juvenile Court. The questions and the responses are indicated below.

1. Is there any lack of service in your agency (or in your

department of the agency) which is directly attributable to lack of funds? Twelve of the staff responded in the affirmative and three in the negative.

2. Insofar as you can tell, does the Probation Department enjoy community support (including financial support) in line with that given other departments of County government? Only 6 of the 16 answered "yes;" 8 answered "no."

### Budget Strategies

A second approach used in evaluating a non-profit agency budget process is the examination of the budgetary strategies employed by the agency. Budget strategies are methods designed by an agency to tap and utilize all possible resources to insure the maximum favorable allocation.

The creation of a positive agency image is a prime ingredient in budget strategy. The degree to which an agency is successful in the budget process is an index of the degree of support the agency enjoys in the community. The explanation of the relationship between strong community backing and a successful budget experience is not a mystery. The budgetary process is a political process. The key decision-makers in the San Francisco County budgetary system - the Mayor and the Board of Supervisors - are elected government officials. They are dependent upon the electorate for their offices. It follows, therefore, that the mayor and members of the Board are attuned to public sentiment and are anxious to serve the

the will of the people. This being the case, it is in the best interests of an agency such as the Juvenile Court to generate and stimulate as much community support and sympathetic citizen concern as possible.

#### The Juvenile Justice Commission

The Juvenile Justice Commission provides a characteristic illustration of the Court's difficulty in relating to the San Francisco community and in involving the citizens in Juvenile Court affairs. Once known as the Probation Committee - the name was changed in the 1961 revision of the California Juvenile Court Law - the Juvenile Justice Commission is a State-created board designed to provide citizen participation in juvenile concerns. The intent is that the Commission be made up of private citizens who are representative of the community and that it be responsible for consulting with and advising the Judge, inspecting facilities where juveniles are housed, providing a link between the Juvenile Court and the community, and interpreting the work of the Court to the citizenry. The County Juvenile Justice Commissions are to consist of not less than seven members. During this past year, the San Francisco Commission has been composed of 13 members, one of whom has recently resigned, leaving a total of 12. The San Francisco Juvenile Justice Commission has the following ethnic representation among its 12 members: one Negro, two Orientals, one Mexican-American, and eight Caucasians. Also, the membership includes persons representative of business and labor interests, religious faiths, and other appropriate groupings. The Commission presently meets on a regularly scheduled basis, at one o'clock on the second



Thursday of each month. The Juvenile Court Judge and key probation staff attend the meetings. The Judge, in particular, is a key participant in the Commission meetings.

The Juvenile Justice Commission of San Francisco, like other Court-related activities, has come under attack by some citizens. Its critics claim that the Juvenile Justice Commission cannot perform the desired functions of checking and balancing the authority of the Juvenile Court Judge, because the Judge has the power of appointing the Commissioners./1/ The Juvenile Court Judge appoints persons to serve four-year terms, and in the case of a resignation, he designates the replacement./2/ Noting this control, the Commission's critics cite the likelihood of the Judge selecting persons who share his philosophy and are committed to his methods of policy implementation. It is further charged by the critics that the membership of the Juvenile Justice Commission is mostly selected from the upper-middle class, conservative segment of the San Francisco population.

These charges tend to undermine and reduce the potentially meaningful role the Commission might play. A case in point is the statement of a member of the Board of Supervisors who said that he and his peers tend to look upon the Juvenile Justice Commission as the "Judge's alter-ego." With these attitudes prevailing, the Commission testimony at budget

---

/1/ The Judge's mandate to appoint the membership is spelled out in Section 525 of the Welfare and Institutions Code.

/2/ In some circles in California, there has been a suggestion that the Juvenile Justice Commission be appointed by the Superior Court Bench rather than by the Juvenile Court Judge.

hearings cannot carry much weight. Nor does the attitude toward the Commission augur well for attaining a solution of the problem of the relations between the Court and the community.

#### Other Agency Strategies

A second agency budgetary strategy is to study the moves of other County agencies. This means that the persons charged with developing an agency budget should be aware of the strategies employed by other agencies to increase their allocations. The reason for knowing the intentions of other agencies regarding their budget requests is that the decision-making parties in the budget process must evaluate any agency request in terms of other agency requests and of the entire package of requests.

Each agency believes it has the greatest need for its fair share of the potential money, on the basis of its services and clientele group. The City has its concerns over who gets how much, for what. The alternatives are as follows: first, the City can allocate more money to a large number of agencies in return for certain kinds of increased services; second, the City can reduce allocations generally, and retain capital for internal reasons with a reduction in service; or third, the City can evaluate needs on a priority basis, increasing certain agencies to enable them to provide specified kinds of service, with a resultant reduction in the allocations of other agencies. Depending on the City priorities and strategies, and on various agency strategies, outcomes can be mutually advantageous or mutually bad for all the parties. Each

claimant must prepare a plan, based on strategies, which will enhance his chances for a desirable outcome.

Compromise is achieved through the bargaining process. The budget process, and particularly the struggle for increased allocations, is a conflict. A successful outcome is determined largely by how well an agency plays the game, part of which is knowing the other player's positions and moves.

The administrative staff of the Probation Department does not view the County budgetary process as a conflict proceeding and, therefore, does not pursue the strategy of observing other agency moves. The Court administrators, by their own testimony, operate on the principle that the Department will get its fair share if it presents an honest, and tight, budget request. But budgetary authorities state that a maximum return is unlikely solely on the basis of a sound budget request.

A third budget strategy is the development of rapport and confidence between the agency budget personnel and the City Hall budget staff. In this area, the Juvenile Court has met with success. The business manager of the Probation Department was hired from the office of the Mayor's Administrative Assistant two years ago. He brings to the Court, a demonstrated ability in budgetary matters. Formerly employed as a budget analyst for the City and County of San Francisco, he operates on a first name basis with the key budget personnel, and is a respected budget administrator.

## Collections

The topic of collections is included in the budget section since it represents a source of income.

Theoretically, the parents of youngsters who are detained at Juvenile Hall are charged for room and board during the juvenile's stay at the Court facility. A cost per day rate is calculated on the basis of the average daily population and the total budget. The figure currently is \$12.00 per day for Juvenile Hall care./1/

Not all parents are charged a maintenance fee. Whether they are to be charged or not, depends upon the probation officer's evaluation of the parents' ability to pay. The law prohibits the billing of parents who receive any kind of federal or State aid. If it is decided that a parent can pay, the charge becomes a part of the Court action and the Court orders payment. The ability of a parent to pay the maintenance fee does not mean that he or she will be charged the twelve-dollar figure. Generally, parents with a proven ability to pay are billed from one to three dollars per day. The relationship between the established daily rate and the actual charges made is rendered meaningless by this practice.

In many instances, the probation officer will make the determination that a parent can be billed, and the parent neglects to meet his or her debt to the Juvenile Court. Owing to the shortage of Juvenile Court personnel, little action is taken to follow up on the defaulted payments. It

---

/1/ See chapter on The Juvenile Hall.

has been estimated by the Court that as of June 30, 1967, 1,100 unpaid accounts were outstanding. The accounts receivable as of June 1967, totaled \$282,562, about 40 percent of which will probably be collected. Currently, one probation officer, assigned to the Special Services Unit, is responsible for collections. According to the Juvenile Court staff, this probation officer is devoting all of her time to keeping abreast of the California Youth Authority accounts, /1/ a process which does not solve the question of delinquent local payments.

For the past two years, the Juvenile Court budget request has included a position for a full-time collections man to do the necessary investigation of the outstanding accounts. The position has consistently been cut from the budget. In the event the position is filled, a person to be designated as the collections officer, would investigate the payrolls, property, and other holdings of the debtors in order to reassess their ability to pay. If the investigation indicated that the parents could pay, part of their holdings would be held as collateral until payment is made.

Other California counties, having found the San Francisco-type method to be unsatisfactory, have established central collection offices which seek to collect a variety of debts, including Juvenile Hall and boys' ranch maintenance of minors, CYA accounts, over-payments of welfare benefits, reimbursement for services provided by the county hospital, and non-support

---

/1/ California Youth Authority accounts are those in which the County pays the State \$25 per month for a minor committed to CYA and seeks to obtain reimbursement from the parents of guardian.



matters ordered by the municipal courts under Section 220 of the Penal Code.

### Administrative Practices

The theme of administration in juvenile court systems across the nation has recently become the center of growing controversy. Historically, the administration of juvenile courts has been the responsibility of juvenile judges. However, the increases in juvenile delinquent behavior in contemporary times have led to the creation of larger and more complex organizations designed to cope with the growing numbers of these youth. As a result, the administrative functions of the juvenile court have expanded proportionately. Across the country, more personnel has been hired and a variety of facilities and programs have been added in order to aid the court in handling juvenile offenders.

The San Francisco Juvenile Court is typical of the national trend, in that over the last decade, two new facilities - Hidden Valley and Log Cabin Ranches - have either been completely rebuilt or added to the existing juvenile facilities. The staff has increased substantially during the last ten years, and new units with more specialized functions have been created and operationalized. All of these growth factors have contributed directly toward the evolution of a large and complex Juvenile Court system.

The additional administrative duties and problems spawned by this rapid organizational growth are believed by professionals to require the full-time attention of highly trained men possessing considerable administrative expertise and experience. Hence, the traditional role of the

Juvenile Court Judge, as a combined adjudicator and administrator, has come under direct scrutiny and evaluation. In some cases, this has resulted in criticism of the Judge's role as the administrator of the Court system. The Juvenile Court and public administration literature is remarkably mute on the subject of the Judge's dual role. The juvenile law itself does not clarify this question./1/

In 1960, the Governor of California appointed a Special Study Commission to make recommendations for changes in California's Juvenile Court Law. On the question of juvenile court administration, the Commission had this to say:

"The present administrative arrangement produces an unnecessary comingling of judicial and treatment functions without parallel in any other court. In our view, there is no more logic for a juvenile court judge to administer a probation department than for a criminal court judge to be administratively responsible for the district attorney's office, county jails, or honor farms. In the adult field, these functions have been recognized as separate and distinct; the same should apply to the juvenile field.

"The present administrative relationship between juvenile court judges and probation departments is an inappropriate historical vestige, created 50 years ago under totally different social and governmental conditions. The large scale probation departments of today bear little resemblance to their historical counterparts. Nowadays, probation departments have extensive administrative responsibilities, whereas a half century earlier they had only minor administrative responsibilities. Today, probation departments not only have large professional staffs, but also operate clinics, juvenile halls, and camps. Fifty years earlier, their staffs were small and no institutions were administered."/2/

---

/1/ See discussion in the chapter on The Law.

/2/ Report of the Governor's Special Study Commission on Juvenile Justice, Part I, 1960, pp. 39,40

Another source, Guides for Juvenile Court Judges, authored by NCCD in cooperation with the National Council of Juvenile Court Judges, says:

"Judges of most Courts of Juvenile jurisdiction have both judicial and administrative powers. They are the judicial officers of the Court, charged with the determination of questions of law and fact. Since the Court is an administrative as well as a legal agency, the Judge is called upon to answer to the community for its services, whether they are an integral part of the Court's administrative structure or are rendered by some separate agency. This does not mean that the Juvenile Judge has to administer these services directly, nor even that he need be an expert in that area; but it does mean that he cannot escape responsibility if these services are inadequate. This ultimate responsibility of the Judge falls into three major areas: 1) formulation of policy; 2) maintenance of standards of service; and 3) public relations. . . ."/1/

A strong case against the judicial administration of probation services is expressed in the June 1967 issue of Federal Probation. An article, written by William H. Sheridan of the United States Children's Bureau cites a number of key factors which argue for non-judicial administration of probation services. After citing the various factors, some of which are qualitative and some of which are quantitative, Sheridan writes: "All of the above argue against continued judicial administration of probation as well as other services and care for children. I recommend that such services be administered by public or voluntary welfare agencies." The author further notes that the State of Maryland moved in this direction in 1966 by establishing a Department of Juvenile Services, which includes probation services for delinquent juveniles.

---

/1/ National Council on Crime and Delinquency, Guides for Juvenile Court Judges, New York, 1957, pp. 13,15

Sheridan also notes, "The court should not be empowered to supervise or direct the day-to-day treatment of children. Rather, the court should establish legal status and leave such supervision to agency staff."/1/

During the course of this study by BASPC, criticisms were heard to the effect that traditionally the San Francisco Juvenile Court judges have not agreed with or practiced the concepts outlined above, but rather have become involved in departmental administrative matters.

The issue of relationships between the Judge of the Juvenile Court and the Chief Probation Officer and the problems sometimes presented by the current arrangement have been discussed in at least two previous studies of the San Francisco Juvenile Court.

The 1951 study of the Court conducted jointly by the California Youth Authority and the National Probation and Parole Association (now known as the National Council on Crime and Delinquency) commented:

"Working relationships between the Judge and the Chief Probation Officer have been characterized by increasingly limited liaison. As a result, the Judge has frequently had to turn to other persons for information. The Judge has issued orders directly to subordinate staff members, and on occasion has made major policy changes without informing responsible division heads or the Chief Probation Officer. Information taken to the Judge by persons other than the Chief Probation Officer has resulted in the Judge making policy changes which have adversely affected the operation of Juvenile Hall." /2/

---

/1/ William H. Sheridan, "New Directions for the Juvenile Court," Federal Probation, Vol. XXXI, No. 2, Administrative Office of the U. S. Courts, Washington, D.C., June 1967, pp. 15-20

/2/ California Youth Authority and National Probation and Parole Association, San Francisco Youth Guidance Center, 1951, p. 2



A 1962 study of the Court by the Juvenile Court Committee of the San Francisco Bar Association contained the following observations:

" . . . In addition to his normal judicial duties, he (the Judge) must also establish and maintain cooperative relationships with agencies that deal with children and family problems, such as churches, schools, private and public social agencies, as well as law enforcement agencies. He must project his prestige and leadership to encourage community participation in the community problems of juveniles (Sec. 536). . . /1/

\* \* \*

" . . . [I]n many instances, the responsibilities and obligations of the Chief Probation Officer parallel those of the judge. He, too, must project his prestige and leadership to encourage community participation in the community problems of juveniles. He has ultimate responsibility for all the many details that must go into operating the Juvenile Court complex. . . .

"In addition, he has the prime responsibility for maintaining the delicate balance between the Judge of the Juvenile Court on the one hand, and the Probation Department on the other. This, in and of itself, is a most delicate responsibility. There is obviously and necessarily a disparity of background between the Juvenile Judge, who is trained primarily in the field of law on the one hand, and the Probation Officer, who, on the other is trained in social sciences. Unless the Judge of the Juvenile Court and the Probation Department work together effectively, the administration of justice comes to chaos." /2/

What has been described in the foregoing quotations are the internal management problems confronting the Juvenile Court. In addition, certain external functions and responsibilities are derived from: (1) the nature of juvenile court systems as arms or branches of county governments; and, (2) the communities which juvenile courts serve.

---

/1/ Report of the Juvenile Court Committee of the Bar Association of San Francisco, 1962, pp. 19,20

/2/ Ibid, p. 31



As an arm of the San Francisco City and County government, the Juvenile Court is inextricably linked with, and responsible to, certain governmental officials, and it is incumbent upon the Court to maintain lines of communication and a spirit of cooperation with these public officers. Furthermore, since the Juvenile Court is not the sole community agency serving in the youth field, the Court must seek to identify and become knowledgeable about the other public and private youth-serving agencies in the community and must work in partnership with them. Unless this is the case, both the community and the child are likely to suffer the consequences of a fragmented approach to the task of working with and helping youngsters and their families. Hence, it is a significant part of the administrative responsibility to develop and promote agency and community relations.

The relationship of the Juvenile Court to County government centers on the issue of budget and financing. The power of the County purse is the single most important reality in the administration of the Court. Each year the Juvenile Court submits its budget request to the City and County of San Francisco. In this process, the Juvenile Court competes against all other City and County departments and agencies. The dollars are hard to come by. The agency which succeeds in receiving its request, is usually one which has made a large commitment to, and expenditure of time in, establishing a favorable image and in promoting relations with those charged with budgetary allocations. If this kind of an effort is not made, an entire agency program may be lost.

The preceding pages are intended to suggest the outlines of the current national, State and local debates concerning the administration of juvenile court systems. Against this backdrop, the ensuing section will consider specific administrative practices at the San Francisco Juvenile Court.

#### Administration and Personnel

Administrative responsibility within juvenile court structures differs from county to county. In Los Angeles and San Diego Counties, the Chief Probation Officer is not directly under the authority of the Juvenile Court Judge. In San Francisco, however, the Chief Probation Officer is appointed by the Judge and is responsible to him. Historically, this circumstance has limited the role of the Chief Probation Officer and has stifled his ability to be an administrative leader and innovator. One of the commonly registered complaints, from inside and outside of the Court, is the lack of aggressive and innovative leadership exercised at the Chief Probation Officer level. Illustrative of this point is the failure of the San Francisco Juvenile Court to take initial advantage of the probation subsidy program.

The probation subsidy program, officially known as the Special Supervision Program, credits individual counties for a reduction in commitments to State correctional institutions. The approximate rate of credit is \$4,000 per case not committed to a State facility. The program began officially July 1, 1966, and is administered by the California Youth Authority. Thirty-one counties, including four of the five Bay Area counties, were charter participants.

Despite encouragement from several sources, San Francisco was unable to develop such a program until March 1, 1968. If San Francisco County had taken initial advantage of the subsidy program, credit in the amount of \$544,000 for the 1966-67 fiscal year would have accrued, according to the estimate of the Court's business manager and the California Youth Authority. In contrast to the San Francisco situation, the participation of the five other Bay Area counties produced the results shown below in Text Table F.

TEXT TABLE F

Subsidy Earned and New Positions  
Filled from Subsidy Program

<u>County</u>	<u>New Positions</u>	<u>Subsidy</u>
Alameda	82	\$944,000
Contra Costa	32	576,000
Marin	9	88,000
San Mateo	23.3	164,000
Santa Clara	unknown	568,000

---

Source: Research Division, California  
Youth Authority, Sacramento.

Alameda and Contra Costa Counties ranked one and two in the State in terms of credit received and new positions filled as a result of their participation in the subsidy program. Santa Clara County ranked third. On the basis of San Francisco Juvenile Court's entry into the program on March 1, 1968, it is anticipated that the County will earn \$300,000 for the 1967-68 fiscal year.

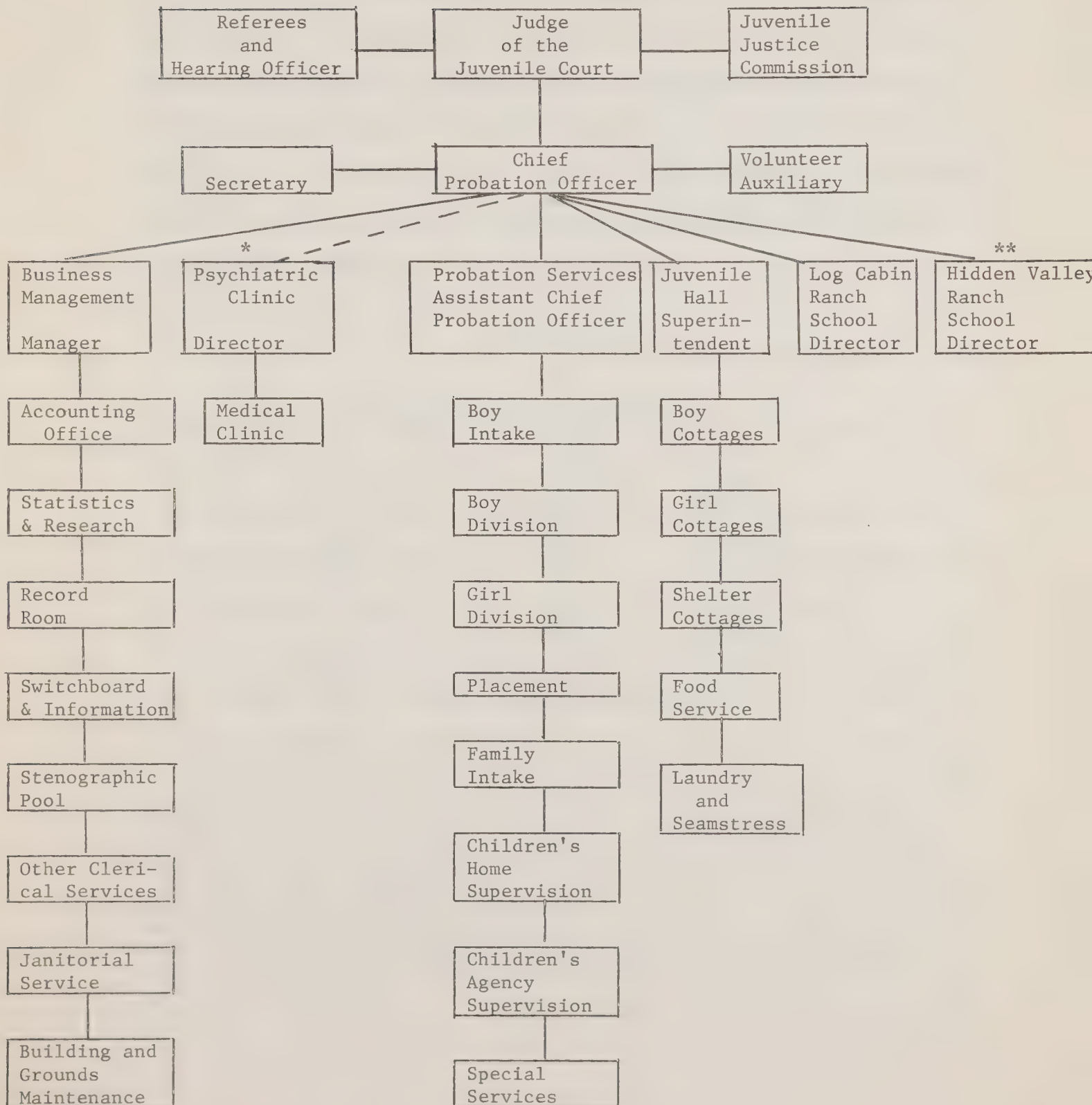
The organization chart of the San Francisco Juvenile Court, is shown in Figure 4. The vertical relationships depicted in the chart are not a precise representation of various levels of responsibility. Nevertheless, to a large degree, the structure is shown as it is conceived to be. This vertical type of organization lends itself to the frequently-heard criticisms that the Juvenile Court is comprised of various empires. Critics of the Juvenile Court claim that units and departments within the Probation Department are separate, autonomous, competitive groupings. The outside investigator who becomes knowledgeable about the Court units and departments, gains a similar impression.

An observer tends to visualize the Juvenile Court Judge as the dominant figure in the agency organization. Immediately under the Judge is the Chief Probation Officer, who rarely achieves his own identity in the organization. The Chief is appointed by the Judge and is responsible to him, and as such is sometimes considered to be a pawn of the Judge. The function of the Chief is to coordinate, direct, and supervise the heads of the Court departments or divisions. The Assistant Chief Probation Officer actually acts as the director of the probation services. Historically, the Assistant Chief has fulfilled a variety of roles, depending on the strengths and interests of the Chief. If the Chief Probation Officer is a figurehead, and is without much administrative expertise, the role of the Assistant is increased. If the Assistant is an aggressive and active person, and the Chief feels threatened by his assistant, the latter's role can be reduced and held in check.

FIGURE 4

SAN FRANCISCO JUVENILE COURT

ORGANIZATION CHART



Source: The San Francisco Juvenile Court Annual Report 1966.

\* Transferred responsibility to the Department of Public Health 3/1/68.

\*\* Opened 10/67.



Certain relationships shown in this chart (Figure 4) do not adequately express the actual practice. For example, under the Juvenile Hall Superintendent, five boxes, descriptive of certain functional units, are shown in a vertical pattern, from Boy Cottages at the top, to Laundry and Seamstress at the bottom. This presentation might lead the reader to think that each box reports, and is responsible to, the one above it. Such is not the case. The Shelter Cottage does not report to the Girl Cottage, nor is the Laundry and Seamstress personnel responsible to the Food Service Unit. The more accurate method of expressing the relationship would be to present the boxes under the Superintendent in a horizontal line. In similar fashion, the boxes under the other division heads should be portrayed in a horizontal line.

A question may be raised as to whether the Statistics and Research Unit should fall under the supervision and control of the Business Manager. It is unlikely that the Business Manager would, in the natural course of activity, have any basis for a direct relationship with the Research Unit. In most organizations, and in actual practice at the Court, the Statistics and Research Unit functions at the will of the chief administrator of the agency and serves any and all of the various divisions and their sub-units.

The Chief Probation Officer must relate to City and County agencies and officials, and to the probation departments of other counties. If he performs these duties well, it is questionable whether he can adequately manage the various unit supervisors as well. The organization charts of other large probation departments usually call for several persons, entitled

Director of Institutions, Director of Probation Services or Director of Juvenile Facilities, to manage the various divisions.

To provide the perspective gained from comparisons, two organization charts are reproduced here - one an actual on-going organization and the other a proposed reorganization. Figure 5, depicting the Alameda County Probation Department is a combined adult and juvenile department and, therefore, is not wholly comparable with the structure of the San Francisco Juvenile Court. However, the Alameda chart does provide: (1) an example of a logically-devised administrative hierarchy; and, (2) an illustration of the function and role of a director of institutions.

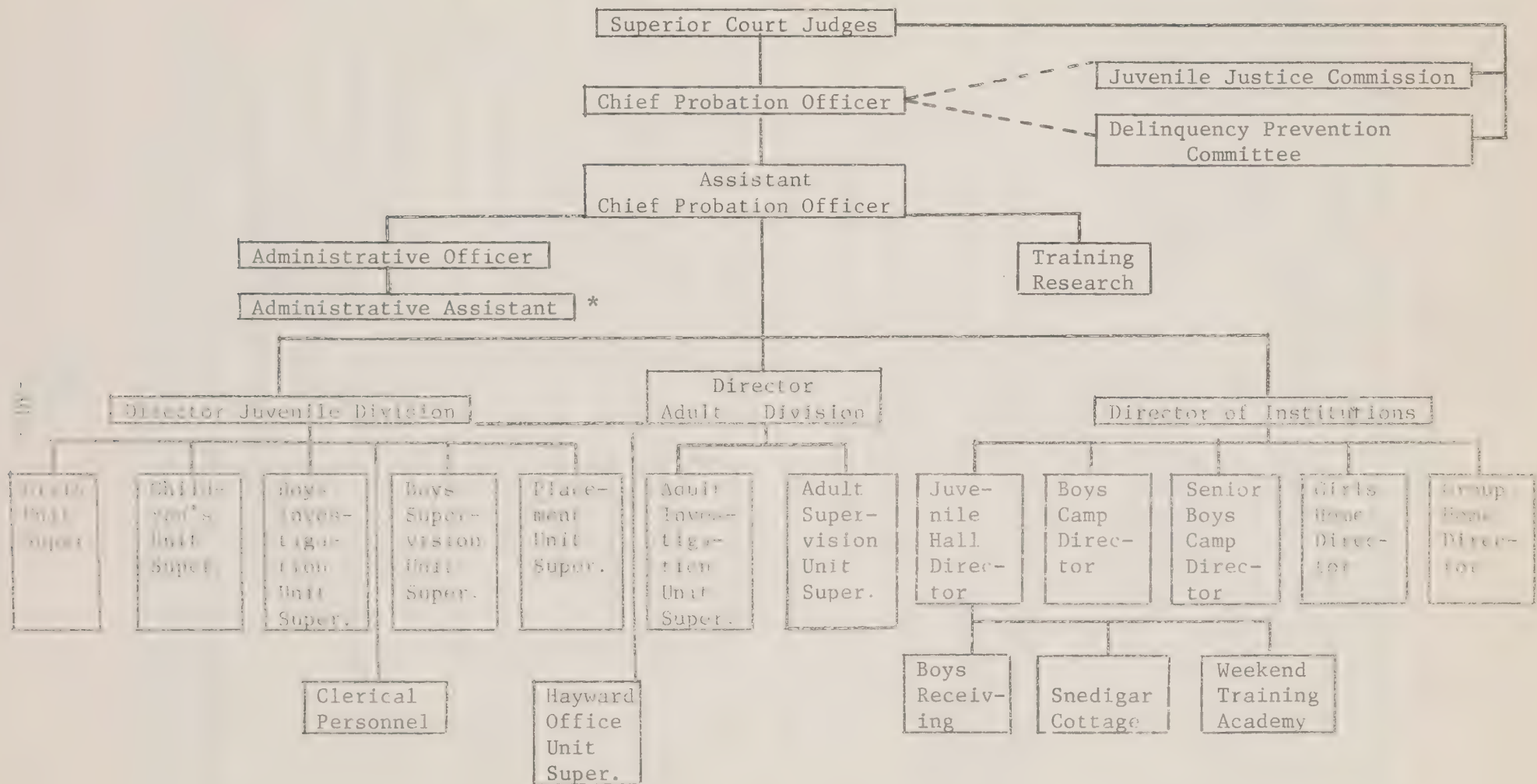
Figure 6 portrays the proposed reorganization of the Central Administration of Cook County, Illinois Family (Juvenile) Court, as suggested by NCCD in 1963./1/ The advantage of this model is that it has renamed the Court, and its divisions, to suit the functions performed by each. The disadvantage of the chart is that it does not show where the boys' ranches, such as exist in the San Francisco Court scheme, would enter into the organization picture. In order that the reader may have an understanding of the differences in nomenclature, the following list of corresponding titles is presented for the proposed Cook County Family Court and the San Francisco Juvenile Court.

---

/1/ National Council on Crime and Delinquency, The Cook County Family (Juvenile) Court and Arthur J. Audy Home: An Appraisal and Recommendations, New York, 1963, p. 103

FIGURE 5

ALAMEDA COUNTY PROBATION DEPARTMENT, JANUARY 1968

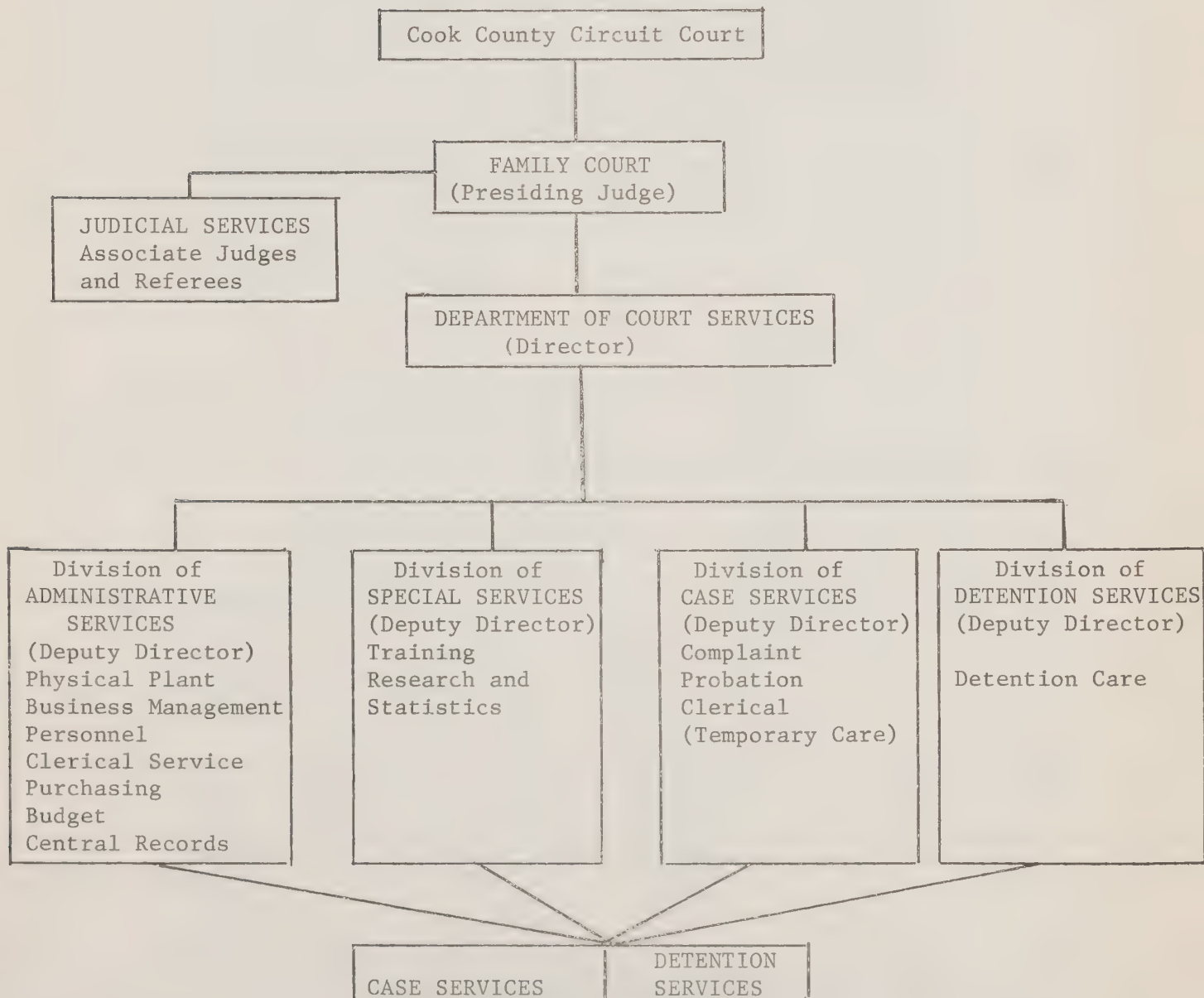


\* Budgetary  
Clerical Personnel  
Central-Index  
Payroll

FIGURE 6

COOK COUNTY - ILLINOIS

PROPOSED FAMILY COURT ORGANIZATION PLAN  
(Central Administration)



Manageable administrative units based on function.

Proposed Central Administration System by N.C.C.D. 1963 - The Cook County Family (Juvenile) and Arthur J. Audy Home.



## TITLE EQUIVALENTS

---

Cook County Family Court		San Francisco Juvenile Court
Cook County Circuit Court	=	San Francisco Superior Court
Family Court	=	Juvenile Court
Associate Judges and Referees	=	Referees and Hearing Officer
Department of Court Services	=	Juvenile Probation Department
Director of Court Services	=	Chief Juvenile Probation Officer
Division of Case Services	=	Department of Probation Services
Division of Detention Services	=	Juvenile Hall
Director of Detention Services	=	Superintendent of Juvenile Hall
Case Services	=	Probation Services

---

The absence of a unit responsible for training in the San Francisco Court organization chart, underscores the limited role of training in the total organization scheme.

The roles of the Medical and Psychiatric Clinics and the Protective Services Units (dependency cases) are the particular focus of other sections of this document and therefore will not be discussed here.

An area of crucial importance in the Court organization relates to the responsibility for working with the leadership of other public and private agencies. The Juvenile Court has not defined the roles of its key personnel regarding inter-agency responsibilities and therefore, policy and practice in this area are unclear. Failure to fix responsibility for inter-agency relationships results in duplication of effort, and failure to make needed contacts. As has been indicated, the impact of nebulous public policy is greatest on budgetary outcomes, but inter-agency relations also suffer and confusion and tension among key staff members results. The lack of official guidelines for pursuing and developing external contacts and relationships



leaves the matter up to individual enterprise.

### Training

Training is considered to be a necessary and vital part of an organizational program. In the fields of business and government, substantial amounts of time and money are invested in developing training programs designed to familiarize new employees with the organization's internal operations and external involvements. Business organizations are perhaps the best models to observe, since they have developed the most up-dated and sophisticated systems.

The first premise of the industrially-oriented training program is that the new employee shall be relatively free of an assigned workload in order that he may most fully benefit from the intensive orientation period. The training period varies in length from organization to organization, depending on the size of the corporation, the specialized nature of tasks performed, the number of persons to be trained, and the ability of the organization to invest in a non-producing employee. During this period, the trainee participates in the following activities: he tours the organization's physical plant; he meets the various division, department, and unit heads as well as some of the line personnel; he spends enough time in these area specialties to understand the functions performed by each; he attends regularly-scheduled classes consisting of lectures, problem-solving case studies, and discussions of assigned readings.

The objectives of training programs, such as the one described above, are to permit the trainee to grasp the organization's philosophy and purpose;

to identify clearly its methods of operation and production; to comprehend the administrative hierarchy with respect to reporting, responsibility, and decision-making; to provide an opportunity to meet and exchange ideas with other personnel; and to develop a sense of inter-departmental relationships and functions. Accompanying this broad orientation is a concentration of training in the specific area of the new employee's assignment. This segment of the training program usually spreads over a longer period of time and is conducted in greater depth than the more general educational process.

In addition to initial training for all new employees, most sophisticated organizations - governmental and industrial - offer refresher and special interest training programs for employees with longer tenure. This latter category of training covers a range of possibilities including individual participation in seminars, middle management-type courses, new methods and techniques in specialized fields, and leaves of absence from the organization for study or for loan to another organization for an innovative experience.

A survey developed by the United States Children's Bureau, in cooperation with the President's Crime Commission in 1966, revealed that about 70 percent of the 1,200 juvenile probation departments examined had no in-service training of any kind, and only 25 percent provided a field study placement for students. Where, within this framework, do the training practices of the San Francisco Probation Department fall?

The Juvenile Probation Department has recently revised its training

system, which at present includes three programs. One is called "in-service training" and is geared to new probation officers and selected Juvenile Hall counselor staff who aspire to probation officer status. A second training program is directed to the Special Supervision Unit, a State-operated, specialized, continuous program involving the Community Mental Health Team. The third training course is for the benefit of the regular probation staff. In essence, this third program encourages the regular staff to participate in any session(s) of the in-service training given to the new staff. If, for example, a regular staff person missed a lecture on a given topic during his in-service training, or wishes to refresh himself on a particular topic, he is welcome to attend sessions of his own choosing, assuming that his regularly assigned workload permits.

In examining the in-service training program, it should be borne in mind that as soon as a person is hired, either as a Juvenile Hall counselor or as a probation officer, he is immediately assigned to a unit and his job begins. In the case of Juvenile Hall counselors, their training is on-the-job training. Each new employee at Juvenile Hall is placed in a unit with a staff member possessing some experience and the novice learns his responsibilities and duties by working with the more experienced worker. The new individual may also receive guidance and assistance from the supervisor on his particular shift. On-the-job training at Juvenile Hall has been characterized by the counselors as a "sink or swim" situation. Complaints registered by the counselors who have been a part of this system are: (1) that the training is inadequate; and (2) that in a security situation, the safety of the clients and counselors is seriously jeopardized.

In the case of the Probation Department, new officers are assigned to one of the units and usually are given a limited caseload or assist another probation officer with part of his duties. After a relatively short period of time, generally from three to six weeks, the newcomer assumes a regular probation officer workload. In these circumstances, it is rare good luck if a new employee enters into the in-service training program without a substantial caseload already assigned to him.

#### Content and Length of In-Service Training

The length of the in-service training program conducted by the Juvenile Probation Department is approximately 34 weeks. Two hourly sessions are held each week, which the trainees, of which there are currently 19, are requested to attend. In addition, members of the regular staff are welcome. Attendance fluctuates from session to session. Sometimes at the hour scheduled, a given trainee will be obliged to transport a youngster to the airport, will have a Court hearing scheduled, or will be confronted by some other urgent matter that precludes attendance at the training session.

The training program encompasses a wide range of topics. The themes covered include: psychology; treatment practices and theories; police functions; juvenile law; accepted methods of investigating and preparing a case; current delinquency patterns; the role of Legal Aid, Department of Social Services, and other like agencies; the functions of the various inter-departmental probation units; and the personnel practices of the Probation Department. Speakers, both from inside and outside the Probation Department, who are recognized as knowledgeable and expert in their fields

are invited to lecture at the training sessions. An attempt is made to encourage some discussion during each session to evoke participation by the trainees. In addition, the trainees are asked to read the Welfare and Institutions Code, since this document spells out the functions and relationships of the Probation Department and of other agencies rendering services to youth.

At one time, the Probation Department developed a manual defining the role, the functions, and the practices of the Juvenile Court. The manual was distributed but was withdrawn shortly thereafter. In contrast, the Juvenile Hall and the two boys' ranches do have such manuals.

Despite the fact that the Juvenile Court/Probation Department has an in-service training program, less than half of the currently employed probation officers have participated in the program during the last two years. Text Table G shows the responses of 74 probation officers who were asked about this matter.

TEXT TABLE G

<u>In-Service Training Received</u>	<u>Total</u>	<u>Percent</u>
Total	74	100.0
Yes	30	40.5
No	44	59.5

It is apparent that those trainees who have participated enjoy the in-service training program. However, it is equally apparent that many of the trainees are hard pressed for time owing to their heavy caseloads and, there-



fore, cannot devote the proper amount of time and enthusiasm to the training sessions.

Several questions emerge from an analysis of the present in-service training program. A key issue is whether the length of the course ought to be reduced from 34 weeks at two hours per week, to a shorter period with sessions running the full day. Such a change would imply that the new probation officers would have no assigned caseload during the initial training period. Other questions that merit consideration are: (1) what kind of an expenditure of time and money can the Probation Department feasibly commit to training?; (2) what is the goal of training to be?; (3) can the hiring of probation officers be controlled to insure that new personnel will be inducted at times when training programs are starting?; (4) to what extent is it desirable for the Juvenile Court to imitate the principles set forth in the model business training programs?; and, (5) is training a sufficiently specialized task to warrant the employment of a full-time person in the capacity of training officer - as has been done in the probation departments of Alameda and San Mateo Counties? The current training director in San Francisco is a supervising probation officer in the Special Services Unit; directing the training programs is currently only a part of his job responsibility.

Some probation departments have adapted the industrial training model to suit their own training needs. The Alameda County Probation Department is a case in point. Its training program runs for six months and enrolls all new probation officers who are classified as trainees under the

Civil Service nomenclature. During the six-month period, the trainee spends one-half of his time in class. The remaining half of the time is devoted to working with a carefully selected and limited caseload. The trainee is closely supervised during the time he spends working with his limited caseload. The classroom time is spent on a multi-disciplinary approach to the role of a probation officer. As in the case of the San Francisco probation training, various experts representing a variety of disciplines, both from inside and outside the Department, are invited to give lectures to the trainees. In addition to participating in the classroom activities, the Alameda trainees are required to take field trips to mental hospitals, county jails, State prisons, and criminal laboratories. The trainee is also expected to spend some time observing court proceedings. Great care and effort are put into the training of the Alameda probation officers. The results of this training are partially reflected in the high esteem which Alameda County enjoys nationally among probation departments.

#### Office Equipment

The load of office work at the San Francisco Juvenile Court is heavy. Many forms must be filled out, in triplicate, and circulated to checkpoints and to interested parties. In 1967, 9,708 cases were referred to Juvenile Court. The processing of these individuals requires many reports and records, all of which must be stored, up-dated, and available for recall. In addition, records must be maintained on 144 employees of the Probation Department, 114 Juvenile Hall staff, and 42 boys' ranch personnel. The management, coordination and supervision of 300 people working in four key

units is a major task, which can be encompassed only with the aid of careful records.

The clerical staff of the Juvenile Court has a heavy workload and oftentimes is not able to stay abreast of the paper processing functions. An examination of this problem reveals that the overloaded condition at the Juvenile Court is, in part, attributable to the lack of modern, efficient, office equipment. Even a casual observer cannot help but be struck by the antiquated office machinery and the lack of new, modern equipment.

The following is a list of the office equipment in use at the Court during the 1967-68 fiscal year. Particularly noteworthy is the lack of electric typewriters, the scarcity of duplicating and mimeographing machinery, and the lack of any electronic data equipment in the Research and Statistics Units.

Office Equipment\*

	<u>TOTAL</u>
<u>Probation Department</u>	
Typewriters	57 (2 electric)
Dictating-transcribing Machines	75
(19 Comptometers, 56 Norelco)	
Adding Machines	5
Mailing Machines	1
Duplicating Machines	1
Mimeograph Machines	1
Calculators	1
 <u>Juvenile Hall</u>	
Typewriters	3
 <u>Log Cabin</u>	
Typewriters	1
Adding Machines	1
 <u>Hidden Valley</u>	
Typewriters	1
Adding Machines	1

---

\* Equipment inventory supplied by Juvenile Court - does not include equipment for the Subsidy Unit.

In general, the clerical functions of the Juvenile Court may be divided into two categories: (1) accounting; and, (2) case recording and filing.

A large portion of the accounting details at Juvenile Court are handled by the City and County computer system. This system currently has an IBM 1410 and a 360 computer. The City is phasing out the 1410 computer in favor of using two 360 machines. The bulk of computer time is consumed by the Controller's Office. The Controller's Office does the monthly accounting functions including payroll, health services, and retirement plans, for all City departments. All City and County departments are also eligible for computer time in addition to the accounting services they receive. However, those departments desiring to participate in the computer system must convince the Mayor and the Board of Supervisors of their need. The cost of buying into the computer time is figured on a unit cost basis.

The Department of Social Services is a participant in the computer system and utilizes the machine for storing information about welfare recipients. A file on each case is recorded and stored by the computer. According to the business manager at Juvenile Court, the Court operation, apart from accounting, does not lend itself to computer processing. Whether the Court has a method of operation and a large enough case-load to warrant the purchase of computer time cannot be judged here. However, the sheer volume of Court cases and the tremendously time-consuming nature of keeping case records up-to-date suggests that further examination should be made of the possibility of computerizing some of the present Court operations.

### Sliding Scale

Alluded to previously in the budget section was the difficulty encountered in securing City Hall approval for new staff positions. In some counties, an agreement has been reached between probation departments and boards of supervisors which allows additional probation officer positions to be filled on a "sliding scale" basis.

The average caseload of the probation officers at the San Francisco Juvenile Court is 118. A frequently-quoted, but controversial standard is that a caseload should not exceed 50 cases per probation officer./1/ The "sliding scale" principle allows for a new probation officer to be added if, and when, the caseloads of the other probation officers exceed the established or agreed upon cut-off point. For example, if the standard is 50 cases per officer, then a new employee would be hired when 50 cases accumulate over and above 50 per officer. In other words, the probation officer quota is not fixed, rather is geared to and determined by the Court intake.

Two examples of other county "sliding scale" agreements and how they operate follow:

1. In San Mateo County, a formula agreement among the Probation Department, the County manager, and the Board of Supervisors has been operating for the past

---

/1/ For a detailed analysis of this caseload standard, refer to segment entitled "Probation Officer Workloads."



eight years. The agreement is not statutory but informal, and has been reaffirmed over the years by the action of the Board of Supervisors.

How does it work? In the middle of the budget year, the Probation Department projects the anticipated clientele growth on the basis of current trends and patterns of experience in the past. On the basis of these projections for the next year, "X" new positions are frozen into the budget. If during the next year, caseloads increase in accordance with the predictions, the positions are unfrozen as the need for them is demonstrated. The need has to be more conclusive than a single month's experience would indicate. It is incumbent upon the Probation Department to demonstrate the need over a three-month period and to develop supporting data, such as patterns of referrals and investigations, and other written documentation. Once the need is proven, the probation officer position(s) is unfrozen and personnel is hired.

If, on the other hand, the projections are higher than the actual caseload during the next year, the positions remain frozen into the budget, and the money remains unspent.

The formula agreed upon is as follows:

<u>Activity Classification</u>	<u>Number of Cases per P.O. per Month</u>	<u>Type</u>
Field Supervision	70	Boys - delinquent and dependent in home
Field Supervision	60	Girls - delinquent and dependent in home
Out-of-Home Supervision	60	Boy and Girl out-of-home placement
Investigation	20	Boy and Girl delinquent

B. In Alameda County, the "sliding scale" theory operates in a different manner. As in San Mateo County, an agreement operates among the Probation Department, the County Administrator and the Board of Supervisors. The positions, however, are not projected into the budget request, nor are they applied for in a supplemental budget request. New positions are added on a budget deficit basis. The new positions are added as the need is demonstrated and are paid for in the following year's budget. The established yardstick for caseloads is not so liberal as in San Mateo County. The Alameda formula appears below.

<u>Activity Classification</u>	<u>Number of Cases per Deputy per Month</u>	<u>Type</u>
Field Supervision	110	Boy and Girl delinquents in own homes
Out-of-Home Supervision	45	Boy and Girl delinquents out of own homes
General Supervision	120	Boy and Girl neglect and abuse
Investigation	17	Boy and Girl delinquent

In Alameda County, Juvenile Hall staff may be added on a prearranged basis when a new population level is reached. This formula is developed on a unit by unit basis, and on facility and supervision needs as dictated by past experience.

Unlike the San Francisco Juvenile Probation Department, the Alameda Probation Department is a single organization for adults and juveniles. This allows for shifting money and personnel allocated for one group to the other group in the event that the two groups do not increase simultaneously. One advantage of combining the two probation departments into one organization is the flexibility it permits in deploying the resources to meet the needs.

#### Transportation

Currently, within the San Francisco Juvenile Probation Department, it is a function of the probation officers to transport juveniles to airports and other transportation centers, to various placement facilities and institutions, and, when possible, to visit juveniles at their schools and homes. The last-named responsibility is particularly important since on-site visits to the places of residency and education are vitally important in enabling a probation officer to understand the environment in which the juvenile lives. Text Table H distributed the probation officers of San Francisco in terms of their answer to the question: "Where do you most frequently confer with the persons in your caseload?" Of the 67 officers, 19 did not

answer, but, of the 48 who responded, only 10 named the minor's home. Most of the interviews are held at the Probation Office.

TEXT TABLE H

<u>Place of Conference</u>	<u>Number</u> /a	<u>Percent</u>
<u>Total Responding</u>	<u>67</u>	<u>100.0</u>
Probation Office	29	43.3
Minor's Home	10	14.9
School	1	1.5
Other	8	11.9
No Answer or not Available	19	28.4

---

/a Does not include supervisors.

One of the complaints of the probation officers at the San Francisco Juvenile Court is the lack of available transportation to enable them to make more frequent appraisals of the delinquent's environment. Owing to the large caseloads, and to a Departmental rule that all officers be physically present at the office during the first and last hours of the work day, the amount of time the probation officers can spend away from their desks is limited. However, a contributing impediment to the making of home visits is the number of cars available for use. The Probation Department currently has 13 cars. Regular probation officers requiring the use of these cars total 68, excluding nine supervising officers, one senior officer, one Assistant Chief, and one Chief. When all the cars are available for use simultaneously, the transportation situation is adequate; however, if some of the cars are in the shop for servicing, and maintenance, there is a shortage of transportation. Three additional

cars are now on order and these additions to the fleet should alleviate the situation which now exists.

The probation officers are encouraged to use the official cars if they are available. When County cars are not available, the probation officers are authorized to use their own automobiles. Use of an officer's personal car is reimbursable at the following rate:

Compact cars - .08¢ per mile

Regular cars - .11¢ per mile for the first 800 miles a month, and .08¢ a mile for distances over 800 miles traveled in one month.

It costs the Court less for the use of County vehicles than to reimburse employees who drive their own cars. It has been suggested, however, that probation officers meet with greater success in visiting clients, when they do not advertise their arrival at schools and homes by using an official car. A visit by a known County official can prove to be a stigmatizing experience for some clients.

#### Community Support in Practice

The importance of public relations and of community support was discussed earlier in relation to the budget. Two additional operations with an important bearing on public relations and community support remain to be described.

The first is a volunteer auxiliary, created in September 1950, and operated by the Court. The Volunteer Auxiliary was established for the purpose of "supplementing the services of the Juvenile Court." The expressed intent of this group is to make the youth placed under the care of the Court



a real part of the San Francisco community.

The vitality and participation of the Volunteer Auxiliary has fluctuated over its 18-year life. Currently, the Auxiliary has reached a peak of activity and enthusiasm. In part, this is owing to the full-time assignment of a probation officer to work with the Auxiliary and to help coordinate its activities. The officer has been given a considerable degree of autonomy in staffing the Auxiliary.

Approximately 350 members belong to the Auxiliary - 100 more than a year ago. The goal of the Auxiliary is to reach a membership of 500 persons. Of the 350 members, roughly 60 can be termed active, service-rendering participants. All participants pay membership fees. The membership classifications and the corresponding fees are as follows:

Regular membership	\$ 2.00
Organizational membership	5.00
Sustaining membership	10.00
(life-long)	
Contributing membership	25.00

In addition to monies collected from fees, the Auxiliary conducts annual fund drives. Clothing, used equipment, and other usable items are also solicited for the use of the minors in Juvenile Hall. The vast majority of the members of the Auxiliary are women. Its Board of Directors of 20 members, consists exclusively of women, though the Board is planning to elect some men to membership.

The activities of the Volunteer Auxiliary are numerous and varied. Included in its activities are special holiday parties, field trips to points

of interest, such as the zoo, recreation, movie showing, arts and crafts, music lessons, and counseling. It also purchases and donates athletic equipment, books, clothing, and other similar items. The main focus of its services is on the dependent and neglected children and on the delinquent girls. The girls' program, for example, in addition to the range of activities listed above, includes dancing, cooking, and sewing. These programs are provided largely in the evening. A full schedule of evening activities is offered on week days. An attempt to develop more services for the delinquent boys is being made, but at present, the boys receive only limited program offerings.

Occasionally, Volunteer Auxiliary members will deliver speeches to interested women's clubs and neighborhood groups. Apart from this kind of service, the Auxiliary does not represent the Court in the community and it does not think of itself as a public relations unit. This past year, it passed a resolution not to engage in political activism on behalf of the Court. It is purely a service-oriented group, but it does provide evidence of some community support.

One job category within the administration is of special interest from the point of view of public relations. A probation officer assigned to the Special Services Unit, acts as a public relations officer for the Court and currently carries the title of "Administrative Assistant to the Court."

The Juvenile Court Judge is frequently called upon by interested groups to speak on the themes of juvenile delinquency, juvenile law, Juvenile Court,

and related subjects. The numbers of requests and the heavy Court schedule maintained by the Judge, often make it necessary to find a substitute to fulfill these engagements. The Administrative Assistant has been designated by the Judge as one of the persons to fill in on these occasions. In San Francisco the Judge frequently fulfills speaking engagements. In other jurisdictions, these requests are normally channeled to the Probation Department. Several probation departments, including the one in Alameda County, operate a Speakers Bureau. The Los Angeles County Probation Department has a full-time Public Information Officer.

To characterize the public relations functions of the Administrative Assistant as comprehensive would not be accurate. The public relations officer is usually a substitute for the Judge and he operates on his own only infrequently. The concept and practice of public relations at the Juvenile Court does not include the initiating and generating of community contacts. The Court does not consciously reach out into the community to stimulate the interest and involvement of individuals, groups and organizations. In its truest sense, public relations at the Court is the process of responding to invitations in order to explain the problems and to defend the practices of the Court.

There is increasing need and growing pressure for the establishment of juvenile delinquency prevention committees. A statewide conference was held in May 1968, one of the purposes of which was to discuss the ways in which these committees should be formed and how they should function. Members of county juvenile justice commissions, selected interested citizens, and juvenile delinquency authorities participated in this conference. The pro-

posed delinquency prevention committees could take a form similar to that of the recently-developed police-community relations units. Whatever their form, it is clear that the effectiveness of juvenile delinquency prevention committees and juvenile courts in the arena of public relations is likely to be contingent on the degree to which they can reach out and relate to all neighborhoods and districts in the community.

In 1948, the Alameda County Probation Department established one of the first delinquency prevention committees in the nation. Currently, this Committee has 18 members, in addition to the Judge and the Chief Probation Officer. The membership of 18 is drawn from a broad spectrum of lay citizens, persons both young and old, active and retired. The Committee is staffed by the Delinquency Prevention Office of Alameda County.

The function of the Alameda Delinquency Prevention Committee is long-range planning and consultation. As a part of this function, it studies bills and proposals before the legislature in Sacramento. It uses both its expertise and its political influence to endorse or to oppose the measures it has evaluated. The Committee also sponsors conferences on "Juveniles and the Law" and other similar topics which are designed to stimulate dialogue on, and understanding of, key delinquency issues.

#### Administrative Summary

As the foregoing pages indicate, the administrative aspects of a large public agency are highly complex. The executive job is multi-faceted and none of its various aspects can be given less than continuous

thoughtful supervision. Calculated and precise attention to each aspect of administration is essential. A department of the size and high degree of specialization of the Juvenile Court cannot be properly managed without highly trained and experienced administrators and sub-executives. Both the negative and the positive budgetary and administrative experiences of the Juvenile Court described in this chapter attest to the validity of this point.





## VI. JUVENILE HALL

One of the fundamental concerns of the dedicated men and women who labored for years to bring about the establishment of the first juvenile court was the routine detention of children in local jails both before and after the adjudication of their cases by the courts./1/ Thus the authors of the Act creating the first juvenile court provided, among other things, for segregated facilities for children detained in institutions. In California, the 1915 revision of the juvenile court law required every county in the State to provide detention homes - commonly known as juvenile halls - for the juvenile court's clientele./2/ And by 1916, 25 juvenile detention homes were in operation in California./3/

### Purpose, Function and Philosophy

Juvenile halls are institutions established by law to provide "a suitable house or place for the detention of wards and dependent children of the juvenile court and of persons alleged to come within the jurisdiction of the juvenile court."/4/ Temporary custody and detention of children in accordance with the law /5/ are among the main functions of juvenile halls. Detention, in this context, is defined as "the temporary care of children

---

/1/ See the companion reference volume on The Law, pp. 9-13.

/2/ Report of the Governor's Special Study Commission on Juvenile Justice, Part II, 1960, p. 4

/3/ Ibid

/4/ Section 850, in part, Welfare and Institutions Code, State of California

/5/ Article 6, Welfare and Institutions Code, State of California

for whom secure custody is required for their own protection or that of the community, in physically restricting facilities, pending court dispositions or transfers to another jurisdiction or agency."/1/

Conscious of the stigmatizing effect on children detained in penal-type institutions, the legislators specifically provided that "juvenile halls shall not be in, or connected with any jail, or prison, and shall not be deemed to be nor be treated as a penal institution."/2/ The philosophy of the juvenile hall operation is embodied in the following statutory mandate: "It (i.e., the juvenile hall) shall be conducted in all respects as nearly like a home as possible."/3/

According to the juvenile court law, juvenile halls may be utilized to house any child - dependent, predelinquent or delinquent - brought to the attention of the juvenile court if it is determined that such child is in need of temporary custody or detention. However, the law /4/ makes it mandatory for the board of supervisors to provide separate, segregated facilities for dependent children as defined in Section 600 /5/ of the Welfare and Institutions Code. "Such separate, segregated facilities may be provided in the juvenile hall or elsewhere."/6/ It may be noted at once that

---

/1/ State of California, Department of Youth Authority, Standards for Juvenile Halls, 1965

/2/ Section 851, in part, Welfare and Institutions Code, State of California

/3/ Ibid

/4/ Section 506, Welfare and Institutions Code, State of California

/5/ See companion reference volume on The Law, Appendix B, pp. B-2, B-3

/6/ Section 506, Welfare and Institutions Code, State of California

irrespective of the location of the detention facilities, the law /1/ categorically prohibits the Section 600 cases from being "brought into direct contact or personal association" with the predelinquent or delinquent children as described in Section 601 and Section 602.

The juvenile hall is conceived by the lawmakers to be much more than a provider of secure custody and of the minimum necessities of life. As the California Youth Authority (CYA) Standards put it, a juvenile hall "should have properly laid out physical quarters; a skilled, alert, and dedicated staff; and an activity program to promote the growth, development, and mental and moral well-being of the detained youngsters."/2/ The CYA Standards further emphasize that in view of the special needs and problems of detained children, they should not be simply "stored" for the court, however short a time they may be detained./3/ The juvenile hall detention care is expected to serve four basic functions:/4/

- "1. Physical care that minimizes the damaging effects of confinement and fosters the child's growth and development.
- "2. Constructive individual and group activities, including a well-balanced school program, all adapted to the special needs and capabilities of disturbed children in confinement.
- "3. Individual guidance which helps the child use the detention experience to better understand himself and his problems.

---

/1/ Ibid

/2/ State of California, Department of Youth Authority, Standards for Juvenile Halls, 1965, p. 7

/3/ Ibid, p. 8

/4/ Ibid

- "4. Study and observation of the child to provide a professional report to the probation department and the court regarding his strong and weak points, as well as his needs."

Finally, it is pertinent to recall here that the lawmakers have unequivocally specified that when a minor is removed from his own family, the very purpose of the juvenile court law is "to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents." /1/ The San Francisco Juvenile Hall must be examined in the context of the principles and standards set forth above.

### Physical Features /2/

The San Francisco Juvenile Hall is one part of a complex erected on seven- and one-half acres of land in the geographical center of the City and County of San Francisco. Built entirely of reinforced concrete, the complex consists of a three-story structure housing the Juvenile Court, the various administrative offices and units of the Probation Department and seven "cottages," known as delinquency units, for the custody and care of those minors who are either alleged to be or have been adjudged predelinquent or delinquent and for some reason have been ordered detained. The other part of the complex consists of three "cottages," known as dependency units, designed for the shelter, care and custody of dependent and neglected children. In

---

/1/ Section 502, Welfare and Institutions Code, State of California. See also, companion reference volume on The Law, pp. 39-41

/2/ This section is intended to furnish merely a brief description of the Juvenile Hall facilities and its location. Details of the Youth Guidance Center plant and the architect's report will be furnished in subsequent portions of this background material. Also, omitted from this section is the description of the dependency unit, which will be covered in a separate subsequent chapter on the Dependency System.



compliance with the law, /1/ these "cottages" are physically separated from the main building. Cyclone fences are erected to prevent entry to the complex from surrounding areas and also to provide a strong deterrent against possible escapes from the delinquency units. Following is a brief description of the various facilities of the Juvenile Hall.

On the first floor are located the offices of the superintendent of the Juvenile Hall and his assistant, the admissions office, the laundry and the engineering department.

The admissions office, located in the north center of the building, is roughly 15x16 feet and is flanked by open counters to the east and west for the "booking" of boys and girls respectively. The admissions office itself is filled with furniture and equipment leaving scant space for circulation of staff. The two "booking desks" or counters are accessible from the outside by means of narrow hallways about ten feet in length. In a majority of cases, this is the place where the minor receives his initial introduction to the Juvenile Court system. Also in the hallways are benches for the clients, their parents or relatives, police, and other individuals who have some business with the Juvenile Hall. On a number of occasions, the BASPC staff observed the hallways crowded with people with not enough room for many of them awaiting their turn to confer with the probation officer or Juvenile Hall staff to sit down. Adjacent to the "booking desks" are two "holding rooms" where children are placed pending

---

/1/ Section 506, Welfare and Institutions Code, State of California

availability of staff to escort them to their respective "cottages." These rooms, 7x8x8 feet in dimension, are completely secure areas; each has a bench, tile floors and no window.

East of the admissions office is situated the fair-sized office of the superintendent of the Juvenile Hall; on the west is the 7x7 foot office of the assistant superintendent. The latter is also utilized by other supervisory staff members when in need of a quiet corner to conduct their business.

On the second floor are located the dental clinic and separate medical clinics for boys and for girls, areas for maintenance services, such as receiving dock and storage, and the "delinquency" unit for girls, consisting of G-1 and G-2 "cottages."

A 90 foot walk takes the girls from the elevator to the entrance of the security area marked by a set of double doors leading to the two "cottages." From these security doors to the extreme end of the corridor the distance is about 311 feet. On the right side of the corridor are sheets of opaque wire glass set in stretches of sheet steel for light during the day time. The wall on the left is an unbroken expanse of reinforced concrete except for the doors to the two "cottages."

The secured entrance to the "cottage" G-1 leads to a 33 foot corridor, on the left of the which is an 18x23 foot classroom. On the right side of this corridor is a service door used to deliver food to the serving kitchen of the "cottage." The kitchen measures 21x13 feet and has a steam table

for keeping the food warm until served, a refrigerator, and lockers. The corridor merges into an area stretching the 53 foot width of the "cottage." The distance from the end of the corridor to the control area is 30 feet. This open space is occupied by the indoor recreation and dining areas. The area to the left is normally utilized for recreational purposes and has eight settees for the girls. Also in this area are bookshelves and a television set. The dining area to the right is furnished with ten dining tables and with clothing lockers. The control area is set off from the other parts by a screen. This is the place from which the counselors operate. It is equipped with a minimum of office paraphernalia such as a desk, telephone, filing cabinets. Beyond the control area and opposite the main entrance to the "cottage" is the toilet area. Separated from the corridor by glass, the room contains four commodes, mirrors, and a wash basin. Behind the toilet room is a shower room with four shower heads. Still further beyond the control area are hallways leading to a total of 15 individual rooms, each measuring 10x7x8 feet. The wooden door of each room has a 16x10 inch screened aperture through which the occupants may be observed and from which they may call the staff when necessary. Each room is furnished with two steel frame beds, mattresses and blankets. Each room is also provided with a mirror and a buzzer system to call staff when in need. The two girls' "cottages" are surrounded by cyclone fencing for both internal and external security. A door adjacent to the control area leads to a paved area between G-1 and G-2, which is utilized by both "cottages" for outdoor activities such as volleyball.

The entrance to G-2 is 130 feet from the entrance to G-1. This "cottage," in most respects, is identical with G-1. The main difference is that it contains a total of 20 rooms.

About 83 feet inside the double security doors is an entrance to a quadrangle. The quadrangle is a grassy area with flowers surrounding a non-denominational chapel. Also located in the neighborhood of the G "cottages" is a craft shop where the girls are taught manual skills, such as sewing. At the extreme end of the long corridor is the girls' gymnasium. The gym has a full-sized basketball court with hardwood floor, showers, and washroom.

Whenever possible - that is, depending upon the availability of bed space - girls between the ages of 8 and 14 are housed in G-1 and girls 15, 16 and 17 years of age in G-2. No separate facilities are available in girls' "cottages" for first offenders.

On the third floor are located, the seamstress' quarters, the main kitchen, a public cafeteria, a library and other offices, and the five boys' "cottages," known as B-1, B-2, B-3, B-4, and B-5. The corridor connecting the five "cottage" entrances runs about 415 feet from the double door main security entrance to the "cottages."

The physical description of G-1, above, relative to the measurements, the classroom, kitchen, recreation, dining and the control area applies equally to "cottages" B-1, B-2, B-3, and B-4, except for the following variations. Originally, B-1 had a dormitory; this has been converted into

four small rooms of 7x9 feet, with a maximum capacity of two boys to a room. Additionally, the toilet room is furnished with a urinal. The storage room has been converted into a laundry room containing a home washer and dryer. The boys use this as a supplement to the main laundry. This "cottage" has been recently remodeled with the result that the rooms now have forced draft ventilation and the shower room has five shower heads. B-1 has a total of 19 rooms, with a maximum capacity of 53 boys - that is three to 15 rooms each and two to four rooms each as mentioned above. The description of the facilities of B-1 for the most part applies to B-2, which has a total of 20 rooms identical in all respects with those of G-1 with the exception that the windows are covered by a metal screen for security.

The entrances to B-3 and B-4 are 235 feet and 345 feet, respectively, from the security doors and the "cottages" are identical with B-2 in all respects.

The corridor which connects the "cottages" within the boys' delinquency unit also provides access to a boys' craft shop and to the gym. The craft shop contains wood-working and leather craft tools, a small kiln, and supplies for various arts and crafts. The gymnasium is identical with the girls' gym.

At the end of the 415 foot corridor is the entrance to B-5, the Juvenile Hall's problem "cottage," sometimes known as the "maximum security unit." B-5 was added after the other units were built and is constructed of cement blocks. It consists of 25 rooms and because of the types of



problems of its occupants, only one person is allowed per room. The individual rooms are 7x10x9 feet with walls built of concrete block and exterior windows made of glass block. The lights for the rooms are outside the windows; thus, only indirect light is provided at night. The rooms have metal bunks secured to the floor and a combination metal commode, wash basin and drinking fountain. The shower room has six shower heads, the water flow of which can be operated from the control panel in the control area. The kitchen area is very small - the room measures 9x14 feet - and contains a steam table, tray washer and a refrigerator. The combination recreation-dining area measures 34x31 feet and contains benches, chairs, tables and a ping-pong table. The class-room measuring 31x20 feet, has a capacity of 18, and is located in an area which keeps it under the visual supervision of the staff at all times.

Subject to the availability of bed space, the Juvenile Hall administration attempts to observe the following policy with respect to assignment of minors to various living units:

B-1 - Used to house boys 15, 16 and 17 years of age, who have no prior record, or who have been committed to the Log Cabin Ranch School and are awaiting placement in that facility, or who have been committed to the Juvenile Hall for a specified number of days.

B-2 - Used to house boys 14 and 15 years of age who have previous records with the Court.

B-3 - Used to house boys 16 and 17 years of age who have previous record with the Court.

B-4 - Used to house boys between the ages of 8 and 13 with or without prior records and for 14 year-old boys with no prior record. Boys committed to the Hidden Valley Ranch School awaiting placement in that institution, are also housed in B-4.

### Clientele

In 1967, the San Francisco Juvenile Hall admitted a total of 10,021 minors as compared with 6,961 minors admitted in 1966 - an increase of about 44 percent. Text Table I indicates that almost 85 percent of all those admitted were delinquents or predelinquents and, of these, boys far outnumbered girls. Dependents accounted for only about 15 percent of the total.

TEXT TABLE I

<u>Classification</u>	<u>Number Admitted</u>	<u>Percent of Total Admissions</u>
Total Admitted	10,021	100.0
Delinquent Boys	6,173	61.6
Delinquent Girls	2,327	23.2
Total Delinquents	8,500	84.8
Dependent Children	1,521	15.2

Text Table J was drawn up for the purpose of comparing total admissions of delinquents and predelinquents to the San Francisco Juvenile Hall with the admissions to the juvenile halls in comparable California jurisdictions. The comparison is based on the number of admissions per 1,000 estimated youth population between the ages of 10 and 17, in the respective counties. With respect to admissions of delinquents, the rate in San Francisco exceeds by far those in

the other four jurisdictions. The rate in San Francisco is more than four times as high as the rate in San Bernardino County.

TEXT TABLE J

<u>County</u>	<u>Delinquents</u>	
	<u>Number</u>	<u>Rate per 1,000 Youth /a</u>
SAN FRANCISCO	8,500	114
Alameda	8,644	58
Sacramento	6,155	58
San Bernardino	2,723	26
Santa Clara	7,096	43

/a Youth (10-17 years) population estimated for July 1, 1967 by the Research Division of the Department of the Youth Authority.

The characteristics of the children admitted to the San Francisco Juvenile Hall are not substantially different from those described in the chapter on the minor's profile /1/ dealing with the Court's clientele in general. One additional comment may be in order here. Examined in the context of the estimated youth populations of Caucasians and Negroes, both the initial referrals to the Juvenile Court and the admissions to Juvenile Hall of Negro youth are high in proportion to their total number in the community.

The San Francisco Juvenile Hall was designed to accommodate at any given time, a total of 223 clients of the Juvenile Court. It had an average daily population of 329.6 during 1967. Text Table K shows, for the three basic categories of children, the capacity contemplated by the design of the build-

---

/1/ See Chapter II, pp. 16-24, of the Background Material.

ings and also the average daily population of these units in 1967, and the maximum populations these units can accommodate by overcrowding them.

TEXT TABLE K

<u>Category</u>	<u>Daily Juvenile Hall Population</u>		
	<u>Average</u> <u>1967</u>	<u>Number De-</u> <u>signed For</u>	<u>Maximum</u> <u>Capacity</u>
Delinquent Boys	186.9	104	258
Delinquent Girls	63.0	35	105
Total Delinquents	249.9	139	363
Dependent Children	79.7	84	<u>/a</u>
Total Juvenile Hall	329.6	223	<u>/b</u>
<hr/>			
<u>/a</u>	Figure not available		
<u>/b</u>	Cannot be calculated because of incomplete data		

The maximum capacity figures in the Text Table use, for all rooms large enough, a ratio of three minors per room - two in beds and one on a mattress on the floor. The total Juvenile Hall population regularly fluctuates: during the summer months when the children are on vacation from schools, the population is low. On the other hand, BASPC staff observed days in the Spring of 1968 when the Juvenile Hall population approached the figure of 400.

Further, it may be instructive to note that the 1967 average daily population of the Juvenile Hall of 329.6, is almost double the average daily population of 165.9 reported during the Juvenile Hall's first year of operation in 1951.

Text Table L shows for each of the three categories of children, the average length of stay in Juvenile Hall for the years 1966 and 1967 and the percentage change from 1966 to 1967. The comparison reveals a significant reduction in the average length of time spent in the Juvenile Hall, in all three categories./1/

TEXT TABLE L

<u>Category</u>	<u>Average Number of Days Spent in San Francisco Juvenile Hall</u>		
	<u>1966</u>	<u>1967</u>	<u>Percent Change From 1966 to 1967</u>
Delinquent Boys	15.9	11.0	-30.8
Delinquent Girls	15.7	9.9	-36.9
Dependent Children	25.8	19.1	-26.0

Table 40 presents a comparison of the average length of stay in the San Francisco Juvenile Hall with the averages in other jurisdictions, both for delinquents and nondelinquents. As this Table indicates, there is no significant difference in the average number of days spent in these juvenile halls by delinquent children except possibly in Sacramento County and in Allegheny County, Pennsylvania. As for the nondelinquent children, the average length of stay is highest in Alameda County, with San Francisco ranking second.

A further attempt was made to refine the data relating to the average length of stay of dependent children in the San Francisco Juvenile Hall. For this purpose a sample of 188 cases was used. As indicated above in Text Table L, the average length of stay for a dependent child in the San Francisco Juvenile Hall, as shown in the reports of the Probation Department, was 25.8

---

/1/ See comments below concerning the validity of data supplied by the Court's Statistical Unit.



TABLE 40

AVERAGE LENGTH OF STAY OF DELINQUENTS AND NON-DELINQUENTS IN JUVENILE HALLS  
SAN FRANCISCO COMPARED WITH OTHER COUNTIES, 1967

County	Average Number of Days Spent in Juvenile Hall	
	Delinquents <u>/A</u> (1)	Non-delinquents <u>/A</u> (2)
SAN FRANCISCO	11.0 (males) 9.9 (female)	19.1
Alameda	10.7	30.7
Sacramento	8.1	9.5
Santa Clara	9.1	12.7
Allegheny (Pa.)	7.49 (male) 12.34 (female)	11.62 (male) 7.77 (female)

Source: Statistical Unit of San Francisco Juvenile Court;  
Questionnaires from the other jurisdictions.

A/ If only one figure is given, it includes all children regardless of sex.

days in 1966 and 19.1 days in 1967, respectively. However, it was found that these figures were obtained by dividing the total days of care by the total admissions. It was also revealed that if a dependent child went out on a weekend for a home visit or a preplacement visit, he was considered discharged and readmitted. This meant that a child who was in the Juvenile Hall for 60 days, but had a preplacement visit, showed up statistically as having two shorter periods in the Hall rather than one stay of 60 days. Therefore, the figures on average length of stay prepared by the Court's Statistical Unit do not represent a valid picture of the average length of stay for a dependent child.

In an effort to obtain a more realistic figure concerning average length of stay in the San Francisco Juvenile Hall, the actual length of stay was sought for all dependent children who were in the Juvenile Hall on December 15, 1967, February 15, 1968, and April 15, 1968 - a sample of 188 cases. Twenty-eight of these children were still in the Juvenile Hall and, therefore, could not be used in the sample. In the cases of 31 children, the "control cards" were incomplete and, therefore, no date of discharge could be found; consequently this group also had to be eliminated. The final sample came down to 129 children. For these 129 children, the average length of stay was 44.9 days.

If the above method is accepted, then the figure of 44.9 days would seem to be more representative of the real situation than the figure 19.1 days which the Court obtains by the process of dividing total admissions into total days' care.

Equally instructive were the data revealed by an examination of the range of the actual lengths of stay in the Juvenile Hall. Analysis of the available data for 1967 shows that in all three categories, the shortest stay was under one day. The longest stays are shown in Text Table M./1/

TEXT TABLE M

<u>Category</u>	<u>Maximum Time Spent in Juvenile Hall</u>
Delinquent Boys	8 months
Delinquent Girls	6 months
Dependent Boys	12 months
Dependent Girls	6 months

The data obtained in the sample study of 129 children referred to above, are utilized for a different purpose in Table 41. This Table cumulates the figures downward to show the number and the percentage of the 129 children who spent in the Juvenile Hall, more than the number of days successively specified. As indicated in Colume 2 of the Table, half of these children spent more than a month in Juvenile Hall. More than 80 percent spent more than ten days there. Fourteen children, or 11 percent of the 129 were in the Hall more than three months. Of the three who spent more than six months in Juvenile Hall, one was there for 240 days, or about eight months.

#### The Program

All minors admitted to Juvenile Hall go through a certain routine admissions process. The first step is the filling out of the admissions form

---

/1/ Obtained from the Juvenile Court Statistical Unit.

TABLE 41

DEPENDENT CHILDREN (129) DISCHARGED BETWEEN DECEMBER 15, 1967 AND APRIL 1968, CUMULATED TO SHOW NUMBER AND PERCENT SPENDING MORE THAN SPECIFIED LENGTH OF TIME IN JUVENILE HALL

Time Spent in Juvenile Hall	Cumulated Dependents	
	Number (1)	Percent (2)
TOTAL	<u>129</u> /A	<u>100.0</u>
More than 10 days	104	81
More than 20 days	76	59
More than one month	64	50
More than two months	37	29
More than three months	14	11
More than four months	9	7
More than five months	5	4
More than six months	3	2

A/ Of 188 unduplicated individuals on the rolls for the three days December 15, 1967; February 15, 1968; and April 15, 1968; 28 were still in the Youth Guidance Center as of May 24, 1968, when the study ended; and 31 were not determinable because of inadequate records concerning date of discharge.

at the "booking desk" by the person who brings the minor physically to the Juvenile Hall or by the minor himself if he turns himself in. This person may be the police, a parent or guardian, or a probation officer. The next step is to ask the minor to empty his pockets, the contents of which are placed in an envelope which is stored in the Juvenile Hall for safe-keeping and is returned to the minor upon his release from the Juvenile Hall. The minor is then assigned to one of the "cottages" and is escorted there by Juvenile Hall staff if the minor is a boy and by police (for police referrals) if the minor is a girl. Immediately upon his delivery to one of the living units, the minor is showered and is required to change into the Juvenile Hall clothes. From that point on he merges into the ongoing routine of the Juvenile Hall.

With rare exceptions, the admissions process detailed above applies to all minors, including those who are released within a couple of hours after admission. The reason is that oftentimes, the probation officer will have an opportunity to interview the minor only after the minor is merged into the Juvenile Hall system; it is only at this interview that the probation officer is able to determine the need (or absence thereof) of the continued detention of the minor in the Juvenile Hall pending formal Court hearing. The probation officer is the only person authorized by law to make that decision.

What is in store for the minor after he is properly admitted to his living unit? Exhibits A and B describe the hour-to-hour program structured for boys and girls, respectively. It gives an idea as to what happens to



EXHIBIT

A Day in the Life of a Predelinquent/Delinquent Boy  
Detained at the San Francisco Juvenile Hall - 1967 /a

HOURL	Instructions to Counselor Regarding Nature of Activity	HOURL	Instructions to Counselor Regarding Nature of Activity
<u>A.M.</u>			
6:00	Morning awakening procedures; boys	3:30	Visitors (parents and authorized)
6:15	dress, use bathroom, personal hygiene; beds are made up; cottage kitchen workers prepare dining area for breakfast	4:00	
		4:00	Security check following visiting;
		4:15	search boys and areas for contraband
7:00	General cottage clean-up; rooms are		
7:30	cleaned	4:15	Allow boys that received food to
		4:30	have fair share; other portions are
7:30	Breakfast		distributed at dinner time
8:00			
		4:30	Prepare for dinner; set up dining
8:00	Boys return to their rooms; boys	5:00	area, etc.; boys take care of personal hygiene
9:00	readied for cottage medical check; boys readied for court and predetention hearing; prepare for school and have boys ready for medical and dental clinics	5:00	
		5:45	Dinner
		5:45	
9:00	School (academic); boys leave for clinic	6:15	General clean up of dining area and kitchen area
10:00			
		6:15	Rooms are cleaned; beds made
9:30	Boys return from clinic; all recent admissions receive their orientation and instructions	6:45	
10:00		6:45	Preparation for Volunteer program (movie)
10:00	School (academic)	7:00	
11:00		7:00	Volunteer Auxiliary movie program
11:00	School (Physical Education)	8:00	Security check following Volunteer Auxiliary movie; prepare for gym program; if movie should run over, the times will fluctuate as needed
12:00		8:45	
		8:45	Gym program; those boys not participating in gym program stay out of cottage recreation
12:00	Lunch period; cottage crew prepares and serves lunch	9:30	
12:30		9:30	Boys return from gym; cottage recreation is locked; showers given to those returning from gym; if warm weather, all boys may shower
12:30	Dining and kitchen area cleaned		
1:00			
		10:00	
1:00	School (academic)	11:00	Boys are in their rooms for the night; counselors leave, other counselors complete paper work.
2:00			
2:00	School (academic) and arts and crafts		
3:00			
3:00	School out; prepare for visiting; clean all areas, set up chairs; boys make their toilet calls prior to visitors entering cottage	11:00	Day counselor turns cottage over to night counselor.
3:30			

/a For B-3 "cottage"

EXHIBIT B

A Day in the Life of a Predelinquent/Delinquent Girl  
Detained at the San Francisco Juvenile Hall - 1967 /a

HOURL	Instructions to Counselor Regarding Nature of Activity	HOURL	Instructions to Counselor Regarding Nature of Activity
A.M.			
6:00	Review records; check silver;	2:00	Recess
7:00	awaken girls, bathroom, shower 1/2 the cottage, wash up other 1/2	2:15	
		2:15	10 girls and 2-10 counselors to
7:00	Clean and check rooms; set up for	3:00	crafts; up to 17 girls in class
7:45	breakfast	3:00	2-10 and 3-11 counselors coordinate
		3:30	activities; bathroom girls; pre-
7:45	Breakfast		pare for visiting
8:15			
		3:30	Visiting with parents in cottage
8:15	Check silver; clean up after break-	4:00	
9:00	fast, prepare girls for school		
		4:00	Search girls for contraband
9:00	Get girls ready for court, clinic	4:15	
9:30	and to see doctor and probation of-		
	ficers	4:15	Dinner prepared
		4:45	
9:00	17 girls in school		
10:20		4:45	Dinner
		5:15	
9:30	Complete cottage clean up		
10:20		5:15	Count silver; kitchen clean up
		6:00	
10:20	Recess and exercise in the yard -		
10:45	weather permitting	6:00	1/2 cottage washed up, 1/2 cottage
		7:30	showered; all girls offered bath-
10:45	17 girls in school; girls in room		room privileges
11:30	toileted		
		7:30	Protestant girls attend Sunday
10:45	Individual counseling as needed	8:00	school
11:15			
		7:30	Free recreation for girls not at-
11:00	Lunch prepared	8:30	tending Sunday school
11:30			
		8:30	Girls returned to room from recrea-
11:30	Lunch	9:00	tion and prepare for bed
12:00			
		9:00	Cottage cleaned; girls offered bath-
P.M.		9:30	room privileges
12:00	Silver counted; lunch clean up		
1:00		9:30	Lights out
1:00	17 girls in schoolroom; extra work		
2:00	and individual counseling		

/a For G-2 "cottage"

the minors from the time they get up at 6:00 in the morning until they go to bed at night. The activities described in the two Exhibits are taken verbatim (except for a few clarifications) from inter-office memos of March 7, 1968 from the Juvenile Hall superintendent to a senior counselor. They constitute instructions to the counselors as to the program for Wednesdays and, with minor variations, are representative of the daily routine in the boys and girls units. An examination of specific aspects of this program follows.

School /1/ - The law provides that the schools operated at the Juvenile Hall "shall be conducted in the same manner and under the same conditions as nearly as possible as are other elementary and secondary schools of the school districts."/2/ The school at the San Francisco Juvenile Hall is conducted under the auspices of the San Francisco Unified School District in separate classrooms in each of the nine living units of the Hall. Eight of the nine classrooms can accommodate only 17 minors at one time. Oftentimes, six out of the seven delinquency units house three times their rated capacity. For instance, Unit B-2, with a rated capacity of 20 minors, may have 55 to 60 at any given time. The unfortunate consequence is that the minors average only between two and three hours of school instruction per day during the school year. The summer program is no more extensive because of the reduction in teaching staff from 12 teachers to four.

Recreation - The recreation program in any detention home is undoubtedly

---

/1/ The chapter on Inter-Agency Relations deals extensively with the school program. Only the briefest mention is made of it here.  
/2/ Section 858, Welfare and Institutions Code, State of California

one of the most important elements in the minor's Juvenile Hall experience. The CYA Standards /1/ recommend that the recreation program should be so designed as to "contribute to the development of the child" - it "should assist in diagnosis by affording observation of play behavior, furnish normal outlets for energy and emotion, teach a child to get along with others, and build confidence and stimulate new interests by introducing a child to a variety of skills and hobbies." To the foregoing may be added the NCCD Standards, which suggest that by "providing as many opportunities as possible for achievement and success, the program should attempt to replace the child's delinquency status with legitimately achieved social status in the detention home."/2/ CYA Standards assert that in order to achieve these goals, the services of a full-time recreation director are required, especially for larger juvenile halls./3/

The San Francisco Juvenile Hall program sets aside about two hours for recreation in the afternoon and between two and three hours in the evening. Frequently, however, the afternoon recreation period is interrupted by visiting hours or other events. The afternoon recreation consists of "free" recreation; this means watching television, playing records, and engaging in various table games. The evening recreation program is usually planned. But here again some evenings are designated as "study evenings" with no

---

/1/ State of California, Department of Youth Authority, Standards for Juvenile Halls, 1965, pp. 14-15

/2/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, New York, 1961

/3/ State of California, Department of Youth Authority, Standards for Juvenile Halls, 1965, p. 15



recreation. The result is that on some days, a minor will have as many as five hours of recreation time, on others, very little.

The recreation area of each living unit is equipped with table games, radio, television, and magazines. Movie projectors are available for weekly movies. The outdoor areas, though adequate for volley ball, exercises, and group games, are functional only on warm, sunny days, owing to the frequent cold and foggy weather in that neighborhood. Moreover, the institution is unable to provide warm clothing for outdoor activities. As part of the school program, the gym is in use five periods a day for boys and one period for girls. Teachers supervise here a variety of games and other school activities. In the evenings, the gyms are utilized to maximum capacity from dinnertime to bedtime. The chapel and the main cafeteria are available for special events such as band concerts. However, they are utilized only on rare occasions because of the security problems presented by their free access location.

The Juvenile Hall administration relies heavily upon the Volunteer Auxiliary for most of the recreational activities for the girls. All activities provided by the volunteers are screened and authorized by the superintendent. They include guitar lessons, sewing, remedial reading, arts and crafts, beauty skills, etiquette, cooking, typing and personal hygiene.

Interviews with Juvenile Hall staff as well as the observations of the BASPC staff point to the main reasons for the present calibre of the Juvenile Hall recreation program. These reasons are: (1) lack of funds for hiring



trained staff; (2) over-crowded Juvenile Hall facilities; (3) inadequate equipment; and (4) the physical design and location of the building itself. Once again this year, the request for a position of recreation director was deleted from the budget and the \$800 item for recreation equipment was reduced to \$475. As a result of the limited budget for equipment, the administration must depend upon the generosity of the community for larger items, such as movie projectors, athletic equipment and similar items.

The superintendent advised BASPC staff that the first responsibility of his staff is to maintain security and to look after the physical needs of the detainees. Members of the present staff are limited in the amount of time they are able to devote to recreational activities and in most cases, are not qualified by training or by experience to develop and lead a well-balanced recreation program. This situation would be of much less concern if Juvenile Hall were utilized only as a short term detention facility. Actually, however, the Court uses it in some cases as a treatment facility by committing minors to Juvenile Hall for substantial periods of time, (often 60 or 90 days).

Counseling - Both group counseling and individual counseling are included in the Juvenile Hall program. According to information furnished by the Court /1/ "the Group Counseling Program, which began four years ago in one cottage as a cooperative venture with the Psychiatric Clinic, has been extended to all the cottages." The sessions are conducted by the counselor on duty at the scheduled hour. He prepares a written report on each of the sessions for the use of the living unit. This same material is also shared with the psychiatric clinic and the superintendent of the Juvenile Hall.

---

/1/ San Francisco Juvenile Court, Annual Report, 1966, pp. 32-33

The Court takes pride in the preplacement orientation program that has been developed for boys awaiting placement at Log Cabin Ranch School. According to the Court, this program "has been refined and expanded in the last year."/1/ The Court's 1966 Annual Report makes the following additional observations on this preplacement program:

"An integral part of this program has been the parental counseling meetings every Tuesday night. These meetings are supervised by a counselor, a member of the psychiatric clinic and an administrative staff member. Approximately one-half of the parents of the boys committed to Log Cabin Ranch School attend these meetings; without exception they have expressed a feeling that these meetings have been helpful in understanding the family constellation and their children's place in it. Significantly, a number of them have continued to attend meetings conducted by a staff psychologist after their boys have left for Log Cabin Ranch School."/2/

BASPC staff held individual interviews with the professional staff of the Juvenile Hall. The counselors were asked if the Juvenile Hall had an individual as well as a group counseling program. The responses of the 89 counselors are shown in Text Table N.

TEXT TABLE N

<u>Counselors' Responses</u>	<u>Individual Counseling</u>	<u>Group Counseling</u>
Total	89	89
Yes	33	57
No	55	30
No Response or Not Applicable	1	2

---

/1/ Ibid, p. 33

/2/ Ibid, pp. 33-34

These responses reveal a considerable difference of opinion as to the existence or non-existence of both the individual and the group counseling programs. It is significant to note that while 15 of the 89 counselors affirmed the existence of a group counseling program, only 33 of the same group claimed that Juvenile Hall has an individual counseling program. Fifty-five counselors actually denied the existence of any individual counseling program whatsoever.

The BASPC interviews with counselors revealed a considerable degree of confusion as to the meaning and definition of counseling. For instance, several counselors told BASPC staff that matters such as the correction of a child for an insignificant infraction of the Juvenile Hall rules might also constitute individual counseling. Thus, because of the conflict between the statements of the counselors and the statements contained in the Court's official report, as quoted above, and because of the lack of a uniform understanding as to what a counseling program is, it was difficult to determine accurately the nature and scope of the Juvenile Hall counseling program.

Disciplining - The BASPC staff asked the counselors interviewed about the nature and the methods of disciplining minors used in Juvenile Hall. Table 42 shows the number of counselors reporting the use in Juvenile Hall of each of the disciplinary measures listed. The total number of responses exceeds 89, since some counselors reported use of two or more types of disciplinary action. The two types of disciplinary action most commonly used by counselors are isolation of the minor and loss of privileges.

TABLE 42

NUMBER OF COUNSELORS REPORTING USE OF SPECIFIED DISCIPLINARY MEASURES AT SAN FRANCISCO JUVENILE HALL, 1968

Disciplinary Measure	Number of Counselors Reporting Specified Measures
Total number of Counselors interviewed	89 <u>/A</u>
Total number answering question	79
Isolation (room confinement, room trays)	58
Loss of privileges	44
Sit in corner, talk to child or put to bed (Children's Unit)	12
Transfer to "security" Unit	11
Verbal reprimand	2
Use of "Demerit" system	1
No answer	10 <u>/B</u>

A/ One interviewee may have listed two or more disciplinary measures.

B/ Some of these counselors care only for infants and a few are recent additions to the staff with no experience as yet that would enable them to reply.

Isolation means that the minor is confined to his room for a certain number of hours and it not allowed to participate in any of the activities of his living unit. In order to ascertain the length of the period of isolation used as a disciplinary action, the BASPC staff asked the counselors to indicate the longest period they had used. Text Table O presents their responses.

TEXT TABLE O

<u>Longest Period of Isolation Used as Disciplinary Measure</u>	<u>Number of Counselors</u>
Total Number of Counselors Responding	78 <u>/a</u>
One Hour or less	5
Two to Five Hours	2
24 Hours	50
48 Hours	20
Over 48 Hours	1
<hr/>	
<u>/a</u> Only 78 counselors responded to this question. The question was not applicable to the remaining 11 counselors because most of them take care of infants and a few new-comers had not yet had occasion to use this method.	

As the Table shows, a majority of the counselors use room isolation as a disciplinary tool, but limit the period of isolation to not more than 24 hours. The counselors who reported the use of 48-hour isolation pointed out that they used the measure only in extreme cases. The single counselor who reported the use of more than 48 hours of isolation, said that in one instance he had to order 96 hours of room isolation. The case involved a boy in the B-5 Unit (the so-called "problem unit") who allegedly assaulted one of the counselors.

The other common disciplinary measure reported was the loss of privileges.



This means that the minor thus disciplined is not allowed for a period of time to watch television or to participate in any of the recreational activities.

Next, the counselors were asked if the use of corporal punishment was authorized by the Juvenile Hall administration. Of the 86 counselors responding to this question, 85 replied in the negative and one in the affirmative. The BASPC staff was informed further that only a minimum of physical force is used whenever necessary to restore order, and in self-defense.

This question of corporal punishment has bedeviled most correctional institutions. In San Francisco Juvenile Hall, the matter came to a head when the San Francisco Chronicle of November 28, 1966, reported an incident involving the slapping of four girls by the Juvenile Hall superintendent in G-1 Unit. This episode is also recorded in the minutes of the meeting of the Juvenile Justice Commission of January 19, 1967, as follows: "Judge O'Connor advised the members of the Commission that Mr. Foote, in full view of the staff, did slap four girls in the presence of other counselors." A special committee was appointed to investigate the incident. The following conclusion of this special committee appears in the minutes of the March 9, 1967, meeting of the Juvenile Justice Commission.

"After a thorough two day investigation of the slapping incident, which occurred November 28, 1966, in Cottage G-1, which included an interview with Mrs. Bales for over two hours and all members of the staff concerned with the exception of Mr. McGuire, who was not available, your committee is satisfied that there was no indication of brutality and that the means used were necessary to bring order and maintain authority."

The matter was further discussed at a special meeting of the Juvenile Justice Commission on March 23, 1967, when the above conclusion was approved by the commissioners by a vote of ten to one. In the course of the discussion of the special committee's conclusion, the Chief Probation Officer pointed out the official policy of the Probation Department by reading Section 1100 of the Juvenile Hall manual. This section quotes Section 673 of the Penal Code which in effect prohibits the use of any corporal or any cruel, or unusual punishment and makes the offender guilty of a misdemeanor.

Finally, with respect to disciplinary measures, the counselors were asked if they had complete autonomy in imposing discipline. As shown in the Text Table P, 57 of the 83 responding stated that they had some autonomy, whereas 26 stated that they had complete autonomy.

TEXT TABLE P

<u>Extent of Autonomy</u>	<u>Number of Coun- selors Responding</u>
Total Responding	83
Some Autonomy	57
Complete Autonomy	26

Religious Services - For minors belonging to the Catholic faith, every Sunday a mass is held in the morning. For minors of the Protestant faith, a service is organized for their benefit every Sunday afternoon. For minors of all other faiths, the administration has an open-door policy for the members of the clergy to come in at any time.

Visiting Hours - At present, parents and other authorized persons are permitted to visit boy detainees on Mondays, Wednesdays, and Saturdays, between 3:30 p.m. and 4:00 p.m. and girl detainees on Wednesdays and Sundays between 2:30 p.m. and 3:00 p.m. The BASPC staff was informed by the superintendent of the Juvenile Hall that the matter of extending the visiting hours to half an hour every day is under consideration and may be put into effect in the future.

Correspondence - The superintendent of the Juvenile Hall informed BASPC staff that letters may be received and sent out subject to the condition that the administration has had an opportunity to "review" them. Letters can be written only to parents, guardians and siblings. If the correspondence contains any objectionable material, the letter is not mailed and is returned to the minor by the probation officer for rewriting. If the revised form is acceptable to the probation officer, he mails the letter. The superintendent of Juvenile Hall also informed BASPC staff that minors are not allowed to make any telephone calls.

#### Staff

The San Francisco Juvenile Hall is under the direction of a superintendent who is selected in accordance with the Civil Service procedures. He is administratively responsible directly to the Chief Probation Officer. To assist him in this task of running an institution with a daily average population of 329.6 (in 1967), is a complement of professional staff consisting of an assistant superintendent, three supervising counselors, four senior counselors, 73 full-time and eight part-time line counselors.

Each of the three living units (boys, girls, children) is headed by a supervising counselor. Two of the four senior counselors assist the supervisors in the boys' and the children's units. The third senior counselor acts as a relief officer and the fourth mans the admissions desk in the evening. As a rule, each living unit is manned by two counselors on the morning shift, two on the afternoon shift and one on the night shift. Two other counselors provide coverage when other counselors have days off. The 1966 Annual Report of the San Francisco Juvenile Court observes that the complement of seven counselors per living unit "should be responsible for no more than 20 youngsters but is sometimes called upon to handle three times that number."/1/

Size of Staff - Table 43 compares the number of line counselors, on the staff of the San Francisco Juvenile Hall with the numbers in selected California and non-California jurisdictions. The comparison is based on total number of admissions to the juvenile hall per counselor. It should be pointed out that the number of admissions to a juvenile hall does not accurately reflect the workload of a counselor because some of those admitted (or booked) do not become a part of the caseload. For example, if the total admissions to a juvenile hall on a given day were 30 children, and if five out of the 30 were released within two hours of their initial admission, these five children would scarcely be regarded as a part of an on-going caseload. Subject to the above qualification, Table 43 indicates

---

/1/ Ibid, p. 32

TABLE 43

NUMBER OF COUNSELORS WORKING IN SELECTED JUVENILE HALLS  
AND NUMBER OF JUVENILE HALL ADMISSIONS PER COUNSELOR, 1967

County	Number of Counselors (1)	Juvenile Hall Admissions Per Counselor 1967 (2)
Alameda	122	81
Allegheny (Pa.)	32	111
Cook (Ill.)	107	96
Sacramento	54	114
San Bernardino	62	62
SAN FRANCISCO	73 <u>/A</u>	137 <u>/B</u>
Santa Clara	49	150

A/ Plus eight part-time counselors.

B/ Does not include part-time counselors.



that among these seven counties, San Francisco has the largest number of admissions per counselor, except for Santa Clara County. The San Francisco rate is more than twice as high as the rate of San Bernardino County, which is the lowest in the group.

The line counselor - sometimes also known as a "group supervisor" - in all juvenile hall type institutions, is the life-blood of the operation. It is he who is required to provide 24-hour care of the detainees and to see to all their legitimate, physical and spiritual needs. Ideally, he is their friend, philosopher, and guide, since, for all practical purposes, the children have no one else to turn to for counsel or solace during their stay in the juvenile hall. As pointed out by the CYA Standards, he "should be a person of high moral standards, possess a warm personality, and have an ability to work with children."/1/ These same Standards also propose that the personal qualifications of a counselor, "should include emotional stability, ability to take hostility without reacting in a hostile manner, leadership ability, tolerance, and alertness and sensitivity to group situations."/2/

In an attempt to appraise the calibre of the Juvenile Hall staff, BASPC investigators, in the course of their interviews with the Juvenile Hall professional staff, asked questions relating to the counselors' educational and occupational background; his length of service in the San Francisco juvenile justice system; the in-service training received by him from the system, if

---

/1/ State of California, Department of the Youth Authority, Standards for Juvenile Halls, 1965, p. 19

/2/ Ibid

any; his caseloads; the intra-staff relationships and staff morale; his proposals for changes needed for the improvement of the system; his motivation for working in the juvenile justice system as well as his aspirations for advancement within the system; and finally, his views as to the adequacy of the personnel policies as a tool for attracting and retaining qualified staff. A summary of some of the more significant data gathered in these interviews follows. Wherever meaningful the data are presented in tabulated form with a brief, accompanying analysis.

Educational Background - The various standard-setting organizations are not in agreement as to the ideal educational background for the position of counselor. While the CYA Standards recommend an "A.B. degree in one of the social sciences or its educational equivalent," /1/ the NCCD Standards suggest that an "M.S.W. in social group work should be considered a goal for this work." /2/ The latter add that while personal qualifications are far more important than college degrees, "selecting qualified personnel from college graduates with majors in social work, psychology, or education is more likely to produce a harmonious staff that can respond to professional direction." /3/ Lastly, the California Probation, Parole and Correctional Association, proposes the following qualifications: "Minimum - two years of college in liberal arts. Preferred - bachelor's degree in liberal arts." /4/

---

/1/ Ibid

/2/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, New York, 1961, p. 49

/3/ Ibid

/4/ National Probation, Parole and Correctional Association, The Practitioner in Corrections, California, 1967, p. 13

Text Table Q distributes 90 members of the professional staff of Juvenile Hall by the highest college degree attained by each.

TEXT TABLE Q

<u>Highest Degree Attained</u>	<u>Number</u>
Total	90
Master's Degree	2
Bachelor's Degree	56
Associate of Arts Certificate	5
No Degree	27

The Table shows that, while nearly two-thirds of the total possessed a bachelor's or a master's degree, almost one-third had no college degree. In an attempt to refine further the data pertaining to educational background, each member of the Juvenile Hall staff was asked the number of years of college education he had received. Their responses are reflected in Text Table R.

TEXT TABLE R

<u>Number of Years of College</u>	<u>Number of Staff</u>
Total	90
7 or more years	2
6 or more years	3
5 or more years	8
4 or more years	54
3 or more years	6
2 or more years	9
1 or more years	3
No College	5

When Text Table R is compared with the preceding Text Table Q, it is clear that, though 27 indicated they have no college degree, 22 of these 27 have had

some college education. Only five of the 90 professional staff are shown as having no college education at all. It is possible that these five staff members may have entered the service at a time when college background was not a condition of eligibility.

Text Table S shows the undergraduate emphasis of those 85 staff members who took one or more years of college work. Of the 85 staff who had some college training, nearly half had their undergraduate emphasis in subjects other than social sciences. Also interesting is the fact that slightly under one-fifth named sociology as their undergraduate emphasis.

TEXT TABLE S

<u>Under Graduate Emphasis</u>	<u>Number</u>
Total	85
Non-social sciences	41
Sociology	16
Social Welfare	10
Psychology	7
Criminology	3
Other social sciences	5
General social sciences	3

The 90 Juvenile Hall staff members were asked if they had enrolled in any college or university course(s) including junior college or university extension courses while in the employ of the Juvenile Court. Fifty-three of the 90 responded in the negative whereas 37 indicated that they had enrolled in some courses during their service with the agency. When further asked whether the agency had encouraged them to continue their formal education, 78 out of 90 said "no." It was not possible to determine whether the 12 who responded affirmatively, received financial or other incentives.

Prior Employment - The 90 professional staff members were next asked about their work experience prior to joining the staff of the San Francisco Juvenile Hall. Their responses are shown in Table 44. More than one-third reported business or sales as their prior experience. Roughly another third reported having had some prior experience in dealing with juvenile clients. Twenty reported prior experience in the field of recreation and 18 in the field of teaching.

In-Service Training - When the 90 members of the Juvenile Hall staff were asked whether they had received any in-service training during the last two years, 78 replied in the negative whereas 12 indicated that they had received some in-service training. In a similar vein, the BASPC interviewers asked the staff if they had been encouraged by the administration to participate in professional institutes organized to provide specialized training related to their work. Seventy-two respondents answered "no" and 18 answered "yes." The 18 who answered in the affirmative were asked in what way they were encouraged by the administration. Three said that they were given time off from work to participate in the professional institutes and 15 gave a variety of answers such as "received a circular informing me of a special institute," "verbal communication as to some professional or educational activity," or "saw a notice on the bulletin board."

Length of Service - Tables 45 and 46 show the distribution of the 90 Juvenile Hall staff by length of service in their present positions at the time of the interview (March/April 1968) and by their total length of service with the Juvenile Court, respectively. The relationship between these



TABLE 44

## PROFESSIONAL STAFF OF JUVENILE HALL DISTRIBUTED BY TYPE OF PREVIOUS WORK EXPERIENCE

Type of Experience	Number Of Staff
Total Professional Staff	90 <u>/A</u>
Business or sales	33
Recreation	20
Teaching	18
Juvenile Hall staff (non-San Francisco)	16
Juvenile Institution work	8
Agriculture	6
Social work	6
Police	5
Probation officer (non-San Francisco)	4
Ministry	1
Law	1
Other	33

A/ One interviewee may have listed two or more types of jobs.

TABLE 45

PROFESSIONAL STAFF OF SAN FRANCISCO JUVENILE HALL DISTRIBUTED  
BY LENGTH OF SERVICE IN PRESENT POSITION, MARCH - APRIL 1968

Length of Service in Present Position	Number of Staff
TOTAL	<u>90</u>
Less than 6 months	18
6 months - less than 1 year	13
1 year - less than 2.5 years	16
2.5 years - less than 3.5 years	2
3.5 years - less than 5 years	3
5 years - less than 10 years	14
10 years - less than 15 years	10
15 years - less than 20 years	12
20 years - less than 25 years	2

TABLE 46

PROFESSIONAL STAFF OF SAN FRANCISCO JUVENILE HALL DISTRIBUTED BY  
TOTAL LENGTH OF SERVICE WITH THE JUVENILE COURT, MARCH-APRIL 1968

Total Length of Service with Juvenile Court	Number of Staff
TOTAL	<u>90</u>
Less than 6 months	15
6 months - less than 1 year	14
1 year - less than 2.5 years	12
2.5 years - less than 3.5 years	2
3.5 years - less than 5 years	0
5 years - less than 10 years	16
10 years - less than 15 years	13
15 years - less than 20 years	15
20 years - less than 25 years	3

two Tables perhaps needs some clarification. The 90 staff respondents embraced the entire Juvenile Hall professional staff complement including the senior counselors and supervising counselors. Some of these latter may have been promoted to their present positions following a long period of service in a subordinate post. For instance, Table 45 shows that 18 out of 90 had been in their present positions for less than six months. These 18 could include some who had been in the Juvenile Court's service for many years, but were promoted to their present position only within the last six months. On the other hand, the 18 could also include counselors who had spent less than six months in the Juvenile Court's service and were new to the organization. Table 45 shows that 38 of the 90 staff members had spent between five and 25 years in their present position. The remaining 52 had been in their position less than five years.

As for the total length of service with the agency, the interesting fact revealed by Table 46 is that a majority of the 90 - to be exact, 47 - had been in the service of the Juvenile Court for more than five years. Of these 47, 15 or one-sixth of the total professional staff, had spent between 15 and 20 years with the agency. An equally interesting fact shown in Table 46 is that 43 of the 90 professional staff were relatively new to the organization, with less than 3.5 years of service with the Juvenile Court. Nearly one-third of the total staff (29 out of the 90) was new, having completed less than one year's service with the Juvenile Court.

Aspiration to Higher Position - BASPC interviewers asked the 90 counselors what position each aspired to reach within the San Francisco Juvenile

Court system. Their responses are presented in Table 47. A considerable number of the staff - 42 out of 90 - had no ambition to rise in the Juvenile Court's service. Of the 48 who did aspire to a higher post, over one-half would be satisfied if they would reach the level of probation officer. The fact that only about one-third of the staff aspires to leave the institutional setting is a significant datum, since in the tradition of correctional services, greater status, increased salary and more benefits have been assigned to non-institutional staff. Historically, it is not uncommon to hear a juvenile hall counselor remark, upon leaving an institutional setting, "I finally made probation officer." This distinction is further illustrated by the prescribed minimal and preferred educational standards contained in professional publications. The standards for the probation officer classification are consistently higher than for the institutional worker. The difference is further reflected in local salary ordinances. For example, the 1968 Salary Survey of California Probation Departments, /1/ reports that the top salary for a line probation officer in San Francisco is \$896 per month. In contrast, the top salary for a juvenile hall counselor in the same department is \$738 per month. Finally, only six expressed the hope of winning one or another of the three top positions in the system - one aspiring to be the Chief Probation Officer, another hoping to be the director of the Boys' Ranch and four awaiting a chance to become the superintendent of Juvenile Hall.

---

/1/ California Youth Authority, 1968 Salary Survey of California Probation Departments, Sacramento, p. 24



TABLE 47

SAN FRANCISCO JUVENILE HALL PROFESSIONAL STAFF DISTRIBUTED TO SHOW  
POSITION EACH ASPIRED TO REACH WITHIN THE JUVENILE COURT SYSTEM

Higher Positions Desired	Number of Staff
TOTAL	<u>90</u>
None, same job	42
Probation officer	26
Senior Counselor, Juvenile Hall	5
Supervising Counselor, Juvenile Hall	5
Superintendent, Juvenile Hall	4
Assistant Superintendent, Juvenile Hall	2
Counselor, Boys' Camp	2
Supervising Probation Officer	2
Chief Probation Officer	1
Director, Boys' Ranch	1

Facility with Foreign Languages - Because of the ethnic and cultural diversity of the clientele of the San Francisco Juvenile Court, the extent to which the staff members are familiar with foreign languages is important. Of the 90 queried, only 27 were found to have some level of proficiency in one or more of the foreign languages. Sixty-three of the 90 said they had no facility with any foreign language. Table 48 lists the foreign languages spoken by the 27 staff members of the Juvenile Hall. The Table shows that 16 out of the 27 indicated some degree of facility in Spanish. Absence of Chinese-speaking staff members is conspicuous in a community such as San Francisco, with its sizable Chinese population.

Caseloads and Child-Staff Ratios - In the course of the interviews, the members of the Juvenile Hall staff were asked to furnish the following figures: (1) the largest number of minors under their immediate supervision at any one time since January 1, 1967; (2) the smallest number of minors under their immediate supervision at any one time since January 1, 1967; and, (3) the number of minors under their immediate supervision at the time of the interview (March/April 1968). Tables 49, 50 and 51 show the staff's responses to these requests. A comparison of the average caseloads shown at the foot of each table reveals a wide difference between the largest and the smallest average caseload for each one of the three main units of the Juvenile Hall. These data reveal the wide fluctuations in the Juvenile Hall population. Moreover, in each of the three Tables the average caseloads vary considerably among the boys', girls' and children's unit. For example, Table 49 pertaining to the largest caseload, shows an average of 64.0 for the boys' unit, 49.6 for the girls' unit,

TABLE 48

SAN FRANCISCO JUVENILE HALL PROFESSIONAL STAFF  
DISTRIBUTED BY FOREIGN LANGUAGE SPOKEN

Foreign Language Spoken	Number of Staff
TOTAL	<u>90</u>
None	63
Spanish	10
German	3
Spanish and French	3
French	2
Italian	2
Japanese	1
German and French	1
Greek	1
Spanish and Armenian	1
Spanish and German	1
Spanish and Italian	1
Slovenian	1

TABLE 49

JUVENILE HALL STAFF DISTRIBUTED BY LARGEST NUMBER OF MINORS EACH HAD UNDER HIS IMMEDIATE SUPERVISION AT ANY ONE TIME SINCE JANUARY 1, 1967

Largest Number of Minors Under Staff Supervision	Total (1)	Number of Staff Reporting Specified Number of Minors		
		Boys' Unit (2)	Girls' Unit (3)	Children's Unit (4)
TOTAL	89	41	18	30
None	1	1	-	-
1 to 9	2	1	-	1
10 to 19	2	-	-	2
20 to 29	13	6	-	7
30 to 39	13	-	4	9
40 to 49	11	1	4	6
50 to 59	22	10	9	3
60 to 69	20	19	-	1
70 to 79	-	-	-	-
80 to 89	1	-	-	1
90 to 99	1	-	1	-
100 and over	3	3	-	-
Average - based on actual number given by Staff	-	64.0	49.6	34.9

TABLE 50

JUVENILE HALL STAFF DISTRIBUTED BY SMALLEST NUMBER OF MINORS EACH HAD UNDER HIS IMMEDIATE SUPERVISION AT ANY ONE TIME SINCE JANUARY 1, 1967

Smallest Number of Minors Under Staff Supervision	Total (1)	Number of Staff Reporting Specified Number of Minors		
		Boys' Unit (2)	Girls' Unit (3)	Children's Unit (4)
TOTAL	<u>89</u>	<u>41</u>	<u>18</u>	<u>30</u>
None	3	1	1	1
1 to 9	9	1	-	8
10 to 19	37	14	3	20
20 to 29	20	7	13	-
30 to 39	13	12	1	-
40 to 49	4	3	-	1
50 to 59	-	-	-	-
60 to 69	-	-	-	-
70 to 79	-	-	-	-
80 to 89	-	-	-	-
90 to 99	-	-	-	-
100 and over	3	3	-	-
Average - Based on actual number given by Staff	-	32.7	22.1	12.3



TABLE 51

JUVENILE HALL STAFF DISTRIBUTED BY NUMBER OF MINORS EACH HAD UNDER HIS IMMEDIATE SUPERVISION AT TIME OF INTERVIEW IN MARCH OR APRIL, 1968

Present Number of Minors Under Staff Supervision	Total (1)	Number of Staff Reporting Specified Number of Minors		
		Boys' Unit (2)	Girls' Unit (3)	Children's Unit (4)
TOTAL	<u>89</u>	<u>41</u>	<u>18</u>	<u>30</u>
None	1	1	-	-
1 to 9	3	1	-	2
10 to 19	12	-	1	11
20 to 29	35	12	8	15
30 to 39	13	4	8	1
40 to 49	16	16	-	-
50 to 59	4	4	-	-
60 to 69	1	-	-	1
70 to 79	1	-	1	-
80 to 89	-	-	-	-
90 to 99	-	-	-	-
100 and over	3	3	-	-
Average - Based on actual number given by Staff	-	46.9	32.5	21.2

and 34.9 for the children's unit. The largest average caseload in the children's unit differs from the smallest average caseload in the boys' unit by only 2.2. This is obviously due to the generally low average population in the children's unit compared with the high population in the boys' unit.

A word of caution is in order here. The data on caseloads in Tables 49, 50, and 51 are not completely representative of the actual situation. For example, a unit housing 60 boys might be staffed by two counselors during a given shift, resulting in a ratio of 30:1, whereas each counselor would report responsibility for all 60 boys. The inclusion of senior and supervising counselors among the 89 whose responses were tabulated, may also result in some exaggeration in the figures, since the latter do not work in a unit and are, therefore, not directly responsible for the supervision of minors in a unit.

At this juncture, it may be useful to take a look at the child-staff ratios recommended by the national standard-setting institutions. One NCCD publication /1/ suggests a minimum of two staff workers per unit housing 15 youngsters, or 20 youngsters if the unit is operated on a co-educational basis. Similarly, the CYA Standards /2/ urge that two group supervisors be available at all times except during the sleeping hours, for a unit housing no more than 20 children of the same sex.

---

/1/ National Council on Crime and Delinquency, Detention Practice: Significant Developments in the Detention of Children and Youth, New York, 1960, p. 43

/2/ State of California, Department of Youth Authority, Standards for Juvenile Halls, 1965, p. 16

In February 1966, a committee of five juvenile hall superintendents was established by a joint meeting of Northern and Southern California Detention Administrators Association, to review the CYA child-staff ratios referred to above. The committee reported that most juvenile hall superintendents favored the CYA proposed formula of two group supervisors for 20 children in a unit (i.e., by implication, one staff per 10 youngsters); however, the committee raised serious questions as to whether this ratio is ever actually achieved. After a careful study of this problem, the committee came to certain conclusions which are quoted verbatim below since they were formulated by the persons who are among the most knowledgeable in California concerning the business of conducting juvenile halls.

"The report clearly indicates that juvenile halls are not maintaining CYA standards for staff-child ratios. Initial budgets seem to be adequate, but they are apparently not realistic enough to counter the unfortunate growth in detention population. Our dry and sterile statistics do not reflect the frustration and sense of hopelessness that confront two group workers as they face their peak populations of up to sixty little known quantities in units built for twenty children. At best, the worker simply does his best to securely hold the children and prevent them from hurting each other, but little more can be done when faced with such overwhelming odds. Juvenile halls are overcrowded most of the time and dangerously so at peak periods. Child-staff ratios cannot and should not be seen simply as a matter of mathematics, but rather what the ratios are expected to accomplish. Such phrases as 'as nearly like a home as possible,' 'diagnosis,' 'safety,' 'health,' etc., have become meaningless and hypocritical in the face of our actual staff-child ratios. Perhaps the issue is not so much the staff allocation in proportion to the number of children, but rather the number of children that are placed under the aegis of the juvenile hall. The Chairman of the Committee, in his own opinion, leans more toward developing methods for reducing the child population as a means of improving child staff ratio. There are all too few hopeful signs for reduction of the detention population in the State of California. Inevitably, new buildings (which are not always the answer) lag behind population needs. However, improved staff-child ratios as practiced should be a major goal of the Superintendents Association. (Emphasis added)

"The child in crisis, whether delinquent or disturbed, needs 'reaching.' Under current child-staff ratios as practiced in California, we cannot hope to do more than warehouse children. Inevitably, impersonal child care practices result from overpopulation and understaffing. Such child care practices as emanate from overcrowding create cynicism in children and staff and further burn the bridges between children and the responsible community. We cannot hope to even minimally encounter a child's delinquent value system if we project an adult into situations where he is handling twenty and thirty children by himself. Such children as enter overcrowded situations invariably leave the institution taking little but the worst of the institution with them."

Intra-Departmental Matters - The responses to a series of questions in the interviews addressed to intra-departmental matters throw some light on internal communication, supervision of staff, staff motivation and morale, and staff opinions as to the strengths and weaknesses of the Department.

Of the 90 staff members questioned as to whether they had regularly-scheduled conferences with their immediate supervisors, 78 said "no" and 12 said "yes." Some staff members mentioned that they had an "open-door" policy in that they could consult the supervisor as and when needed. Others volunteered the information they rarely had an occasion to see their supervisor.

The respondents were then asked what they considered the most important purpose in meeting with their supervisors. More than one-half of them designated "approval of a decision regarding a case" as the most important reason. However, many counselors reported that quite frequently, the request for approval of a decision is a routine matter not involving a great deal of consultation. More than one-third of the counselors ranked "interpretation of agency policy" as the most important reason for conferring

with their supervisor. Phrased differently but actually differing little from this response in substance was the reply of an additional 30 percent of the group that the most important purpose of a conference with the supervisor was "to determine agency policy." Jointly these two responses loom large among the replies and may indicate a need for expanded orientation and in-service training programs.

When asked whether they were assigned duties which they considered above and beyond those normally given to professional staff, 41 of the 89 responding said "yes" and 48 said "no." Those who said "yes" generally mentioned as illustrations the janitorial and custodial duties assigned to them as part of their duties.

A list of ten factors considered critical in the administration of most agencies was presented to the members of Juvenile Hall staff with the request that they indicate which, if any, of the items had most impaired the quality and quantity of their work. Their responses are shown in Table 52. The largest number - 47 out of 89 - said the excessive workload had the most serious impact on the quality of their service. The 25 who listed "physical conditions on the job" as the factor most responsible for impairing the quality of their work, referred to the physical plant of the Youth Guidance Center. Eleven said "uncertainty of departmental policy" was the factor which had the greatest negative impact on the quality and quantity of their work. The six who named "compliance with distasteful departmental policy" as the major handicap in their work gave



TABLE 52

OPINIONS OF JUVENILE HALL COUNSELORS CONCERNING PRACTICES  
HAVING AN ADVERSE IMPACT ON QUANTITY AND QUALITY OF THEIR WORK

EMPLOYMENT FACTORS	Number of Counselors Naming Specified Factor / <u>A</u>
Workload	47
Physical Conditions on the Job	25
Uncertainty of Departmental Policy	11
Job Training	9
Lack of Supervision	6
Compliance with Distasteful Departmental Policies	6
Quality of Supervision	5
Need for Community Resources	3
Procedures Required by Depart- ment	2
Stenographic Service	-

/A Interviewees may have rated one or more factors as having the greatest negative impact.

the following specific illustrations: having to wear a neck-tie on the job; punitive outlook of the Department; Department's exaggerated emphasis on security; administration's looking with disfavor on staff developing rapport with the detainees; public searching of detainees for contraband by requiring them to line up in the central recreation area, and striping them all the way down, each time after a visit from parents or other authorized persons; excessive locking up of detainees in their rooms.

Next, the interviewees were asked if they thought the policies and conditions affecting personnel matters were such as to attract and retain qualified staff. Table 53 lists their responses. The Table shows that the majority thought well of the policies regarding salaries, job security and vacation and sick leave benefits. On the negative side, "promotional opportunities" was the item considered unsatisfactory by the largest number of respondents. This is hardly surprising in view of the rigid San Francisco Civil Service regulations pertaining to promotions.<sup>/1/</sup> Three other factors - "hiring process," "personnel evaluations," and "handling of employee complaints" were listed by more than half the staff as not good enough to attract and retain qualified staff.

Lastly, the Juvenile Hall staff members were asked what they liked best about their jobs and what they liked least. Tables 54 and 55 summarize their responses.

---

/1/ See discussion on San Francisco Civil Service system in a subsequent section of this Background Material.

TABLE 53

OPINIONS OF 89 COUNSELORS CONCERNING ASPECTS OF JUVENILE  
HALL EMPLOYMENT LIKELY TO ATTRACT AND RETAIN QUALIFIED STAFF

LISTED PERSONNEL MATTERS	Specified Item Likely To Attract		
	Yes	No	No Answer or Doesn't Know
Salaries	59	29	1
Promotions	18	69	2
Job Security	65	22	2
Handling of Employee Complaints	33	45	11
Vacation, Sick Leave	57	27	5
Hiring Processes	37	47	5
Educational Leave	35	41	13
Personnel Evaluations	28	50	11
Retirement Benefits	44	26	19

TABLE 54

## WHAT JUVENILE HALL COUNSELORS LIKE BEST ABOUT THEIR JOB

FACTORS LIKED BEST	Number
TOTAL Professional Staff Responding	89
Nothing	1
Helping and working with juveniles - personal satisfaction	62
Independence of the job	4
Challenges of the job	3
Working with staff members	3
Benefits of employment (salary, etc.)	3
Variety of the Work	2
The learning experience	8
Being a security symbol for youngsters	1
Everything	2

TABLE 55

## WHAT JUVENILE HALL COUNSELORS LIKED LEAST ABOUT THEIR JOB

FACTORS LIKED LEAST	TOTAL
TOTAL PROFESSIONAL Staff Responding	89
Poor working hours - weekend assignments	3
Overcrowded conditions - workload - client/counselor ratio	15
Confinement of the job - no breaks during 8 hours	5
Menial duties (i.e., janitorial work, giving medications and toileting)	12
Possibility of physical danger and hostility from juveniles	3
Incompetence of co-workers and supervisors	3
Relationship between staff members	4
Physical facilities, lack of supplies and equipment	4
Frustration and depressive aspects of the job, (i.e., locking up juveniles, inability to give individual attention, revolving door situations, and heart-breaking cases)	11
Nothing, likes everything	5
Lack of communication with staff and administration	3
Policies and procedures of the administration	5
Disciplining of youngsters )	2
Insecurity of job, salary, no chance for promotion, and no encouragement to further education	7
Parents who present problems in cottage	1
Not having contact with youngsters	1
Inconsistency of discipline for children	1
Mis-assignment of personnel within department	1
Lack of recognition	1
Lack of responsibility in rehabilitating client	1
Inflexibility of institutional detention	1



If the data presented in Table 54 is any evidence, the majority of the staff would seem well-motivated to work with youngsters - 62 out of the 89 said that working with minors and the personal satisfactions derived from it, was what they liked best about their jobs. Eight considered their job a good learning experience.

Table 55 lists a variety of factors the Juvenile Hall staff considers either unpleasant or disagreeable. The long list of items points up the everyday frustrations of the difficult job of the Juvenile Hall staff. Among the negative factors listed, the two most conspicuous are "workload" and "menial duties." "Workload" was also emphasized in Table 52, which summarizes staff opinions concerning the employment practices that have the greatest negative impact on the quantity and quality of the work.

#### Costs

The San Francisco Juvenile Hall currently operates on an annual budget of \$1,445,594. Table 56 compares this budget with those of other California and out-of-state jurisdictions. The Table shows some wide differences when the total budgets are reduced to per capita budget dollars based on the total populations of the respective counties. These per capita figures are intended to show the cost borne by each county resident for the operation of the county's juvenile hall. The San Francisco Juvenile Hall holds the top-ranking position as the costliest per capita operation among these seven jurisdictions. Table 56 shows the per capita budget dollars for both Allegheny County, Pa. and Cook County, Ill., as roughly one-fifth of the percapita cost in San Francisco.. Admittedly

TABLE 56

CURRENT ANNUAL OPERATING BUDGETS OF SELECTED JUVENILE HALLS  
AND THE BUDGET DOLLARS PER CAPITA POPULATION - 1967  
SAN FRANCISCO COMPARED WITH OTHER JURISDICTIONS

COUNTY	Budget	Budget Dollars Per Capita Population / <u>A</u>
SAN FRANCISCO	\$1,445,594	\$1.93
Alameda	1,634,092	1.53
Allegheny (Pa.)	558,381	.34 / <u>B</u>
Cook (Ill.)	1,979,815	.39 / <u>B</u>
Sacramento	742,587	1.18
San Bernardino	726,445	1.09
Santa Clara	829,903	.86

/A Provisional population projections for July 1, 1967 in California counties were made by the California Department of Finance.

/B Based on the 1960 census of the total county population. Postcensus projections are not available.

for lack of current data, the figures for these two out-of-state counties are based on the 1960 census of population. However, only a dramatic drop in these populations could raise the per capita cost appreciably. On the other hand, if there has been an increase in the populations (of these two counties) between 1960 and 1967, the per capita dollar would be even less than is shown in Table 56. Compared with other California jurisdictions, the San Francisco per capita cost leads the others by a respectable margin. It is more than double the per capita cost in Santa Clara County.

Text Table T shows the San Francisco Juvenile Hall's gross cost per child per day and compares it with similar figures from selected California jurisdictions.

TEXT TABLE T

<u>County</u>	<u>Cost Per Child Per Day</u>
SAN FRANCISCO	\$12.00
Alameda	9.50
Sacramento	13.75
San Bernardino	11.06
Santa Clara	6.30

Although the Table shows that the \$12 cost per child per day for San Francisco is nearly twice the daily cost in Santa Clara County, it also indicates that the San Francisco cost is not excessively high when compared with Alameda and San Bernardino Counties and is actually lower than the figure for Sacramento County.

A legitimate question may be raised at this point: Is it feasible and desirable to develop means of forestalling the admission to Juvenile Hall of some types of children now admitted? An over-simplified hypothetical example may point up more clearly the impact of this question. Let us assume that 1,000 children were diverted from admission to Juvenile Hall. Each day of care for the 1,000 children in Juvenile Hall would cost the County \$12,000. If they spend an average of five days there, the cost mounts to \$60,000. The question is: Could this \$60,000 be utilized to provide more efficacious and more humane care for these 1,000 children than can be provided by a large institutionalized service, such as Juvenile Hall?

#### Conclusions

Juvenile halls were first envisioned by those humane individuals who recoiled in horror from the practice of detaining children in jails of jail-like institutions. The lawmakers, when they put the dream of these reformers into effect, envisaged the place as a warm, friendly and affectionate home, where the spiritual, emotional, mental and physical welfare of the children would be well looked after. They even called it a "home" instead of an institution.

In the preceding pages, an attempt has been made to describe the San Francisco Juvenile Hall and its services to the children as they are today. In view of the hopes of the reformers and the emphatic injunctions of the lawmakers, it seems fair to ask to what degree and in which respects is the San Francisco Juvenile Hall conducted like a home. Perhaps a more legitimate question may be, "given the present resources, given the in-

difference of the community, given the size and quality of the staff and the design of the physical plant, to what extent may anyone reasonably expect the Juvenile Hall to resemble a home-like atmosphere?"

Three fundamental questions arise. First, do all the children who are admitted to the Juvenile Hall, belong there in the first instance? In other words, do the agencies and individuals who refer the children to the Juvenile Hall, first exhaust every other available resource in the community? Experts /1/ say that detention, even if it is only overnight, may "contribute to delinquency by confining some children unnecessarily." Second, does the Court's intake machinery function effectively to screen out those children who are picked up for delinquency but are not security risks, and could therefore be either sent home or removed quickly from the Juvenile Hall house list? Third, for those children who have no place to go and who properly must be detained in the Juvenile Hall for their own protection or that of the community, does the Juvenile Hall provide the types and quality of services recommended by the standard-setting institutions? The following remarks /2/ may provide at least some food for thought:

"The juvenile court was established to avoid criminal procedures for children and to provide a positive program of diagnosis and treatment. Such a program can be only as good as the legislation which creates it, the judge who controls it, the court's probation and detention services which make it possible, and the community resources available to meet the special and often urgent needs of children under court jurisdiction.

---

/1/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, New York, 1961, p. 11

/2/ Ibid, p. xxi



"If the quality of any of these elements - especially detention service - is poor, the court will fail to rehabilitate the children under its jurisdiction, and, in many cases, may even be placed in the position of contributing to their delinquency.

"Youngsters picked up for delinquency are susceptible to the influence of other delinquents and often seek delinquency status. To place them together in jails, in jail-like or makeshift detention facilities, or even in new detention homes without the right staff and program, is to promote delinquency. Yet this practice is not unusual today. To avoid it, we need a new concept of detention care."

It may be that a better way will ultimately be developed in this country to deal with the kinds of children now handled by juvenile justice systems. No such system is at present in view. Hence, for some indefinite period, the present system, including juvenile halls, will be required to deal with these problems. With respect to juvenile halls, the immediate need is to raise questions such as those suggested above and to try to find the answers.

76 03715  
v.3

U.C. BERKELEY LIBRARIES



C123316383

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

MAR 14 2025

UNIVERSITY OF CALIFORNIA





